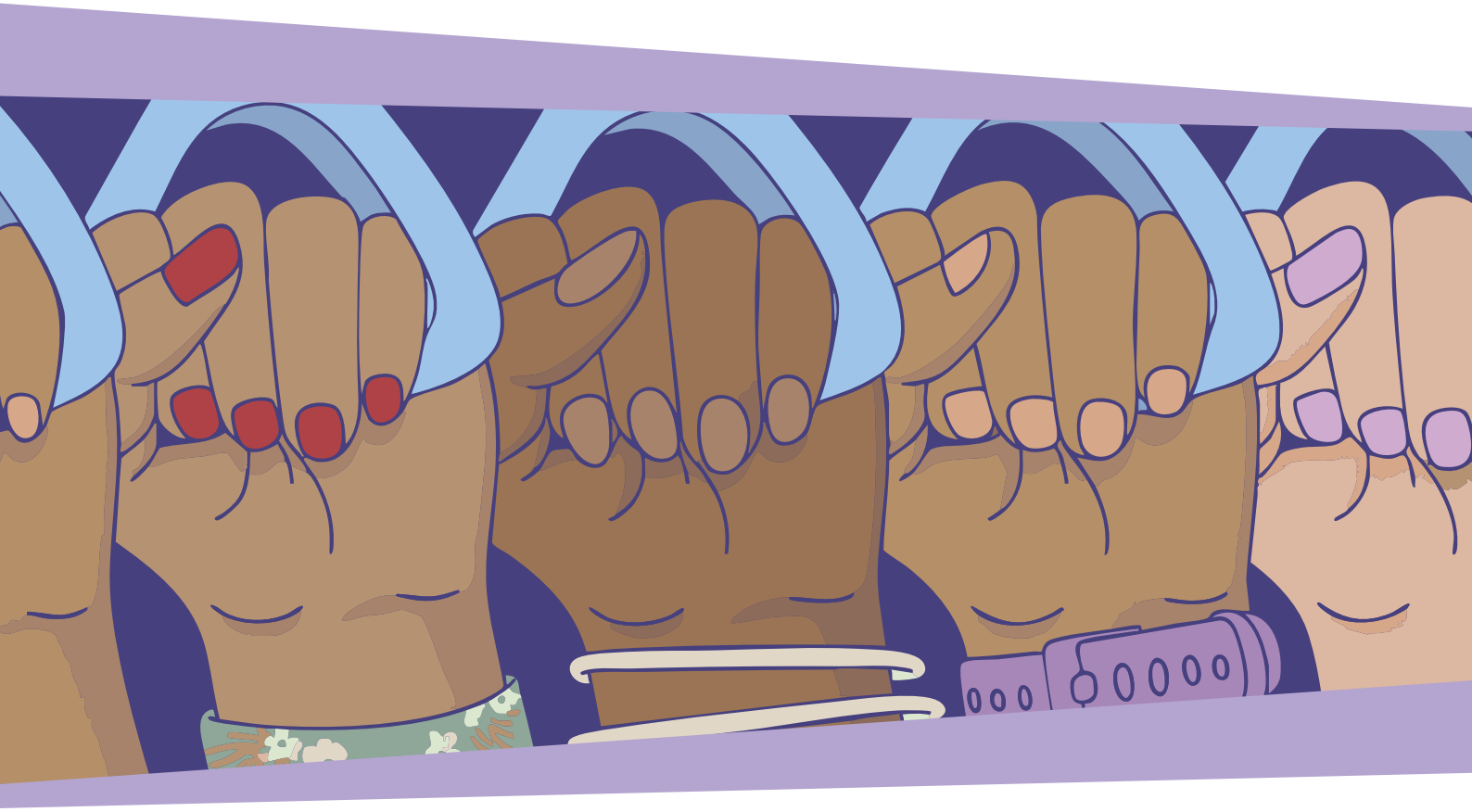


Baseline Study Report for the Project “Arrived Safely

A Research Initiative of Jo Womenomics (JW)

Funded by:

United Nations Trust Fund to End Violence Against Women

Prepared and developed by:
M&E Consultant, Basem Sbaih

August 2025

Table of Content

Abbreviations and Acronyms 4

Executive Summary 5
I. Introduction 11
1.1 Study background 11
1.2 About "Arrived Safely" Project 11
1.3 Importance of the baseline study 11
1.4 Overall objectives of the study 12
1.5 Methodology 12
1.6 Theory of change 13
1.7 Summary of study's sections 13
II. Public Transportation and Gender: A Contextual Review 15
2.1 Background 15
2.2. Global and national literature on violence in public transport 15
2.3 Legal and policy framework addressing harassment in public transportation 17
2.4 Public transportation system in Amman: structure and gendered accessibility 18

III. Stakeholders' Role and Enforcement Gaps 21
III.1 Greater Amman Municipality 21
III.2 World Bank 22
III.3 Land and Transport Regulatory Commission 23
III.4 Department of Family and Juvenile Protection/Public Security Directorate 24
III.5 Amman Vision Transport 26
III.6 Jordanian National Commission for Women 26
III.7 UN Women – Jordan Country Office 27
III.8 Key recommendations 28

IV. National Referral System in Jordan: Roles and Responsibilities of Partners 29
IV.1 Background 29
IV.2 Key partners and their roles in the National Referral System 29
IV.3 Challenges of the National Referral System 29
IV.4 CBOs awareness on violence against women and girls in public transportation and involvement in NRS 30
IV.5 Main findings 30
IV.6 Key recommendations 31

V.Women's and Men's Perception on Violence and Harassment in Public Transportation in Amman 32
v.1 Women's Perception on Violence and Harassment in Public Transportation 32
v.1.1 Demographic analysis 32
v.1.1.1 Age distribution of respondents 32
v.1.1.2 Nationality of respondents 32
v.1.1.3 Emplyment status of respondents 33
v.1.2 Experience with public transportation 34
v.1.2.1 Frequency of public transportation use in Amman 34
v.1.2.2 Most frequently used modes of public transportation 35
v.1.3 Harassment and violence in public transportation 35
v.1.3.1 Experience of harassment or violence in public transportation 35
v.1.3.2 Types of harassment or violence experienced 36

v.1.3.3 Locations where harassment most often occurs 37
v.1.3.4 Typical responses to harassment in public transportation 38
v.1.3.5 Reporting of harassment or violence 38
v.1.3.6 Reasons for not reporting harassment and violence 39
v.1.3.7 Perceived reasons for harassment in public transport 40
v.1.3.8 Perceived responsibility for preventing harassment in public transport 40
v.1.3.9 Efforts to prevent harassment in public transport 41
v.1.3.10 Perceived measures to improve safety in public transportation 42
v.1.4 Main findings 42
v.1.5 Key recommendations 43

v.2 Men's Perception on Violence and Harassment in Public Transportation 44
v.2.1 Demographic analysis 44
v.2.1.1 Age distribution of respondents 44
v.2.1.2 Nationality of respondents 44
v.2.1.3 Emplyment status of respondents 45
v.2.2 Experience with public transportation 45
v.2.2.1 Frequency of public transportation use in Amman 45
v.2.2.2 Most frequently used public transportation modes 46
v.2.3 Harassment and violence in public transportation 47
v.2.3.1 Witnessing harassment or violence in public transportation 47
v.2.3.2 Perceived most common forms of harassment 47
v.2.3.3 Perceived locations of harassment 48
v.2.3.4 Perceived main reason for harassment 48
v.2.3.5 Responsibility for preventing harassment in public transportation 49
v.2.3.6 Efforts made to prevent harassment in public transportation 50
v.2.3.7 Solution to reduce harassment in public transportation 50
v.2.4 Personal Role and Attitudes 51
v.2.4.1 Direct response to incidents of harassment in public transport 51
v.2.4.2 Taking actions to stop harassment in public transportation 52
v.2.4.3 Is it important for men to speak up and take action when the witness harassment against women on public transportation 53
v.2.4.3 Is it important for men to speak up and take action when the witness harassment against women on public transportation 53
v.2.5 Main findings 53
v.2.6 Main recommendations 54
v.2.7Comparison of Main findings: Women vs. Men on Harassment in Public Transport 55
v.2.7.1 Mian findings 55
v.2.7.2 Key recommendations 57

VI. Annexes 58
Annex 1: KIIs Guides for Stakeholders 58
Annex 2: List of Stakeholders Interviewed 64
Annex 3: FGDs Guides 65
Annex 4: List of Participants Attended FGDs 72
Annex 5: Women Survey 73
Annex 6: Men Survey 76

Abbreviations and Acronyms.

AUO	Amman Urban Observatory
AVT	Amman Vision Transport
ARDD	Arab Renaissance for Democracy and Development
BRT	Bus Rapid Transit
CEDAW	World University Service of Canada
CBOs	Community-Based Organizations
CoC	Code of Conduct
CSOs	Civil Society Organizations
DFJP/PSD	Department of Family and Juvenile Protection/Public Security Directorate
FES	Friedrich-Ebert-Stiftung
FGDs	Focus Group Discussions
GAM	Greater Amman Municipality
GBV	Gender-Based Violence
JNCW	Jordanian National Commission for Women
JWU	Jordanian Women's Union
JW	JoWomenomics
KIIs	Key-Informative Interviews
LTRC	Land and Transport Regulatory Commission
MoE	Ministry of Education
MoH	Ministry of Health
MoJ	Ministry if Justice
MoSD	Ministry of Social Development
MoT	Ministry of Transport
NRS	National Referral System
NCFA	National Council for Family Affairs
NFPP	National Framework for Family Protection
SDGs	Sustainable Development Goals
SIGI	Solidarity is Global Institute
SOPs	Standards Operating Procedures
UNTF	United Nations Trust Fund to End Violence against Women
UPR	Universal Periodic Review
WB	World Bank



Executive Summary:

This report documents the findings and outcomes of a baseline survey on violence and harassment against women and girls in public transportation in Amman within the framework of a 4-year project implemented currently by JoWomenomics (JW) and funded by the United Nations Trust Fund to End Violence against Women (UNTF).

Objective: The baseline study seeks to assess the prevalence and patterns of different forms of violence and harassment experienced by women and girls in public transportation, and establish a comprehensive understanding of the prevalence, nature, causes and consequences of violence and harassment against women and girls in public transportation in Amman, Jordan. It also seeks to identify the risk factors and contextual drivers (social norms, infrastructure, policies) contributing to such violence, in order to inform the design, implementation, and evaluation of targeted interventions over the course of the mentioned project.

Methodology: the baseline study was conducted based on a feminist and mixed method approach that entailed both quantitative and qualitative data tools, and prioritized women's voices and lived experiences. It included a structured questionnaire for both women and men who use public transportation in Amman with pre-coded responses that used to collect quantitative data sampled, then followed up with qualitative data through Focus Group Discussions (FGDs) and Key-Informative Interviews (KIIs) and an extensive desk review to analyze policies and practices, and understand methods of service provision to survivors of violence, during which quantitative data were collected and analyzed from Civil Society Organizations (CSOs), Community-Based Organizations (CBOs), bus drivers and other relevant stakeholders and decision-makers such as the Department of Family and Juvenile Protection/Public Security Directorate (DFJP/PSD), Greater Amman Municipality/Amman Urban Observatory (GAM/AUO), Amman Vision Transport (AVT), Land and Transport Regulatory Commission (LTRC), Jordanian National Commission for Women (JNCW), and the World Bank (WB).

Baseline Findings and Recommendations:

Stakeholders' Role and Enforcement Gaps:

Main findings:

•GAM manages public transport but lacks formal gender-sensitive policies or harassment prevention measures for public transportation. GAM does not document harassment incidents or complaints systematically. GAM currently working on integrating monitoring the implementation of Sustainable Development Goals (SDGs) including gender equality in city planning.

•GAM, through the city observatory, is working with UN-Habitat on introducing a gender equality indicator in the second Voluntary Local Review Report on the Sustainable Development Goals (SDGs) for the City of Amman.
•WB supports public transportation with a focus on gender-responsive mobility. WB studies highlight low women's ridership due to insecurity and poor service. WB coordinates with government to expand Bus Rapid Transit (BRT) system to improve regional connectivity. WB is currently working on improving bus stop location (the rider experience) and developing a strategy for women economic empowerment through safe public transportation.
•LTRC regulates transport services and passenger rights. It developed a 2019 Code of Conduct addressing Gender-Based Violence (GBV), but enforcement and awareness are weak. LRTC introduced "Muwasalati" app for reporting violations, but app effectiveness is limited due to poor stakeholder coordination and lack of transparency. LTRC lacks survivor-centered complaint mechanisms and gender inclusion in policies.
•DFJP/PSD handles GBV complaints, investigations, and survivor support. Multiple reporting channels exist at DFJP but none specifically tailored for public transport harassment. There is no systematic recording of transport-related harassment cases; no anonymous hotlines dedicated to transit GBV, and cultural barriers reduce reporting.
•AVT operates public transport fleets and smart systems, and supports safety monitoring via cameras and GPS, and collects complaints. AVT lacks gender-disaggregated data, clear harassment complaint Standard Operating Procedures (SOPs), and public awareness about reporting options.
•JNCW leads gender equality and GBV policy coordination nationally. It implements a national strategy prioritizing women's safety and GBV response. JNCW also tracks overall GBV data but does not classify transport-specific cases.
•UN Women – Jordan Country Office provides policy support and capacity building on gender equality and GBV, and leads initiatives focusing on women's safety in public spaces, including transport.



Main Recommendations:

•Strengthen coordination: Improve inter-agency collaboration among GAM, LTRC, DFJP/PSD, AVT, JNCW, and others to unify efforts on transport safety and gender protection.

•Develop and implement gender-sensitive policies: GAM and transport authorities should adopt explicit policies and standards addressing harassment prevention and gender inclusion in public transport.

•Enhance reporting mechanisms: establish survivor-centered, anonymous, and accessible complaint channels specifically for harassment in public transportation, including mobile apps and hotlines.

•Increase transparency and data collection: collect and publish gender-disaggregated data on harassment incidents, complaints, and responses to inform policy and service improvements.

•Raise awareness and conduct training: launch sustained awareness campaigns targeting passengers, operators, and the public to highlight harassment issues and reporting options, in addition to training drivers, operators, and enforcement staff on gender sensitivity and handling harassment complaints.

•Leverage technology effectively: improve management and usage of reporting apps like “Muwasalati” with clear roles and accountability among stakeholders.

•Integrate gender in planning and monitoring: align public transport development and monitoring frameworks with SDGs, especially gender equality and safe cities objectives.

•Support survivor services: strengthen referral pathways and survivor support services accessible through transport harassment complaint systems.

National Referral System in Jordan: Roles and Responsibilities of Partners:

Mian findings:

•Jordan’s National Referral System (NRS) coordinates multi-sectoral response to GBV and child abuse with defined roles for government and CSOs.

•Key partners include Ministry of Social Development (MoSD) (coordination and services), PSD/DFJP (investigation), Ministry of Health (MoH) (medical support), Ministry if Justice (MoJ) (judiciary), Ministry of Education (MoE) (child abuse referral), CSOs (support and advocacy), and National Council for Family Affairs (NCFA) (policy coordination).

•Challenges include poor coordination, limited GBV training for frontline workers, urban concentration of services, survivor underreporting due to stigma, and weak monitoring and data systems.

•Most CBOs have general GBV awareness but lack focus and capacity on violence against women and girls in public transport and related referrals.

Main recommendations

•Improve coordination and clear referral pathways among NRS partners.

•Provide targeted GBV and referral training to frontline workers and CBOs.

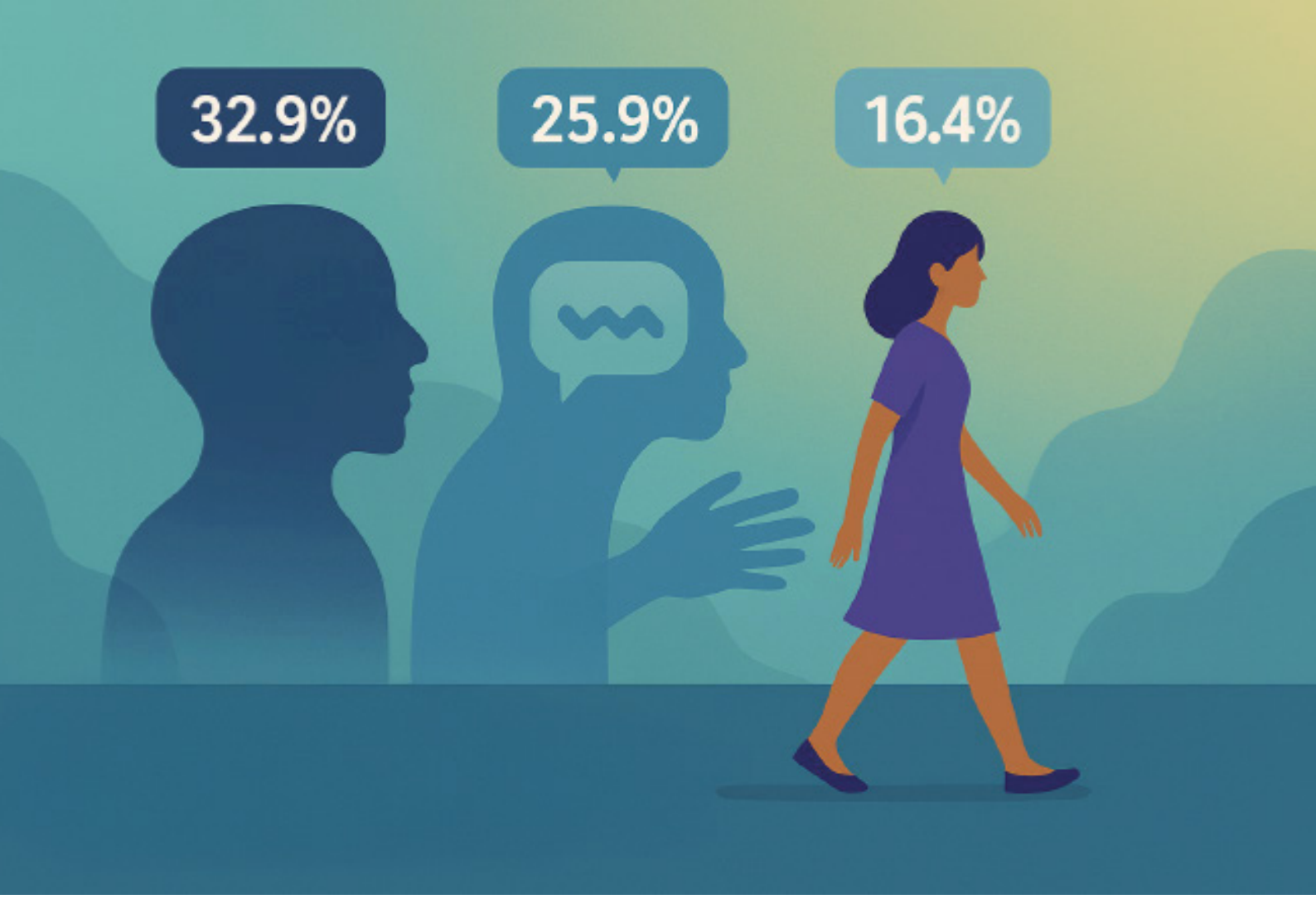
•Expand services to rural and refugee areas.

•Reduce stigma through community outreach to encourage reporting.

•Strengthen data collection and monitoring systems.

•Build CBO capacity on public transport-related violence and advocacy.

•Integrate transport-specific GBV focus into NRS efforts.



Women's Perception on Violence and Harassment in Public Transportation:
Main findings:

•Out of a sample of ***235*** women and girlsin the city of Amman, Over ***50%*** of women surveyed for this study used public transport regularly, and buses including Amman Bus, BRT, coasters and taxis are most frequently used modes. This high dependence makes public transport a critical space for both opportunity and risk for women and girls.

•73.6% of women surveyed in this study reported experiencing harassment. The most frequent forms included inappropriate staring ***(32.9%)***, verbal harassment ***(25.9%)***, and physical harassment ***(16.4%)***. Harassment occurs most often on buses, at bus stations, and in taxis.

•According to women surveyed in this study, only ***18.2%*** of women who face harassment report it. The top reasons for not reporting include, belief that it wouldn't make a difference ***(16.7%)***, not knowing how or where to report **(17.2%)**, and seeing the incident as not serious enough ***(29.9%)***. ***33.3%*** of women choose to ignore harassment, and very few seek help or report formally.

•According to women surveyed in this study, key causes of harassment include lack of respect for women ***(21.3%)***, unsafe, overcrowded transportation ***(21.1%)***, and weak law enforcement and lack of awareness ***(each 20%)***. The survey showed that main actors seen as responsible for addressing the issue are: government ***(23.4%)***, society as a whole ***(21.9%)***, and LTRC and GAM follow at lower levels.

•The study shows that ***46.8%*** of women surveyed believe not enough is being done to prevent harassment. Most requested solutions include stricter laws and penalties ***(33.9%)***, greater security presence ***(30.5%)***, awareness campaigns ***(20.2%)***, and better driver training ***(13.3%)***.

Key recommendations:

•Review and enforce anti-harassment laws specific to public transport.

•Develop clear procedures for reporting and responding to GBV in transit, including through mobile apps and hotlines.

•Improve public awareness about how and where to report.

•Deploy visual materials in buses and stations informing passengers about rights and complaint channels.

•Install or expand CCTV monitoring, especially on buses and in stations.

•Increase police or security patrols on high-risk routes and during peak hours.

•Train drivers and operators on handling complaints sensitively, recognizing signs of harassment, and by-stander intervention and referral pathways

•Partner with women-led CBOs and CSOs to raise awareness, deliver training, and monitor incidents.

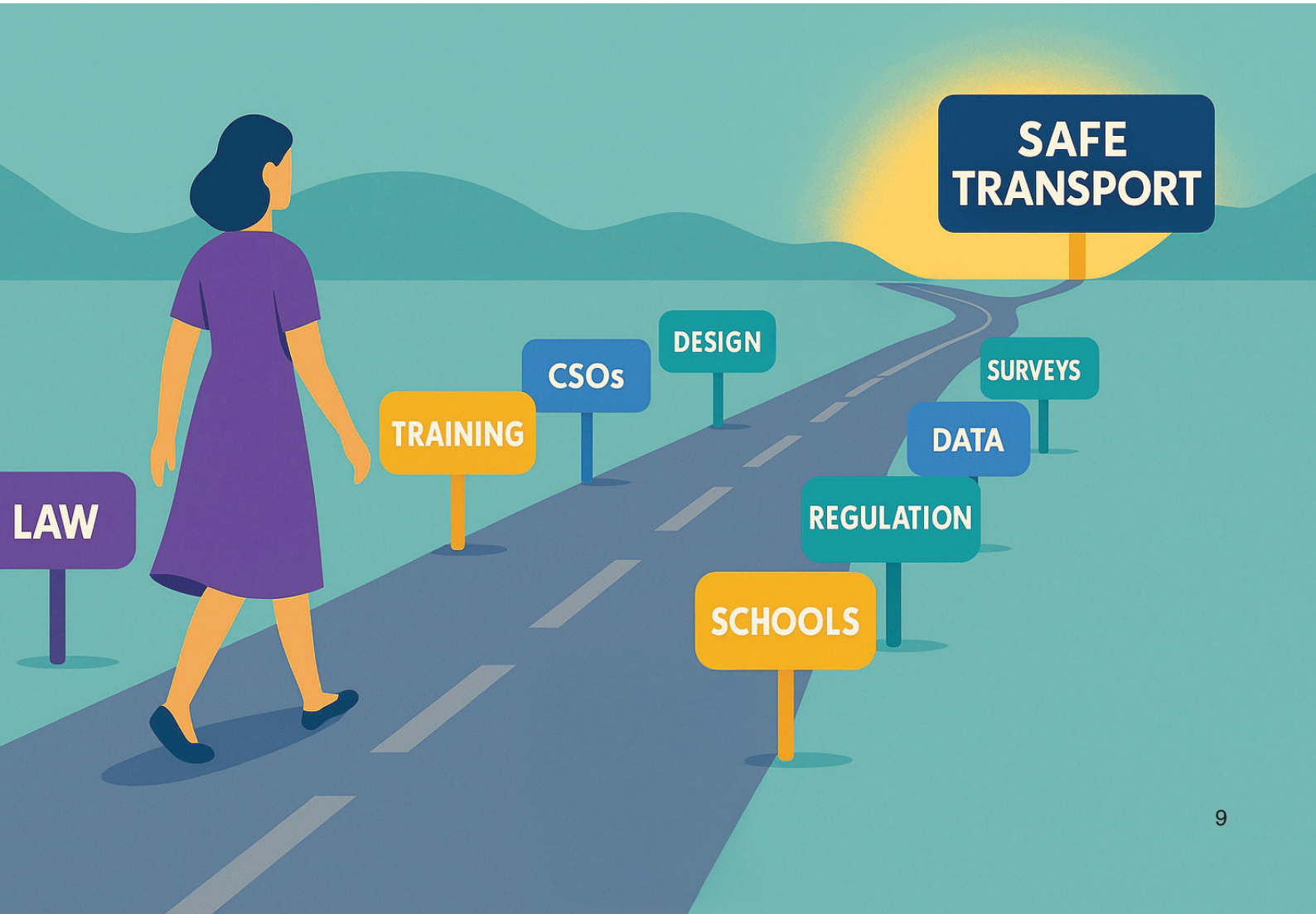
•Develop school and university-based campaigns to address normalization of GBV among youth.

•Include women's safety and mobility needs in public transport design.

•Ensure coasters and informal transport modes are better regulated and monitored.

•Establish a centralized, gender-sensitive data collection system to track incidents, responses, and public feedback.

•Use regular surveys and feedback loops to evaluate the effectiveness of interventions.





Men's Perception on Violence and Harassment in Public Transportation:
Main findings:

•Transport use: buses (55%), taxis (43%), and coaster vans (38%) are the most used transport modes by men.

•Harassment visibility: 72% of men surveyed witnessed harassment/violence against women; 11% frequently see it; only 28% never witnessed it.

•Common harassment types and locations: according to men surveyed men verbal harassment (50%) is the most common harassment types and inappropriate staring (47%). Buses (42%) and bus stations (27%) are main hotspots for harassment incidents.

•Causes of harassment: men surveyed believe that lack of respect for women (52%) cause harassment, unsafe transport options (33%), weak law enforcement (30%), and cultural norms (21%).

•Responsibility perceptions: men said that society (54%) and government (47%) seen as main responsible actors; women (31%), transport companies (30%), and passengers (24%) also share responsibility.

•Effectiveness of current efforts: mixed views: 38% of men surveyed say efforts to prevent violence and harassment are sufficient, 36% say no, 30% uncertain.

•Preferred solutions: 35% of men surveyed believe that stricter laws are the most preferred solutions for prevention of violence and harassment, 25% them think it is important to install cameras on buses, 21% believed increased police presence in bus stations. Only 17% believe that awareness campaigns can prevent harassment and violence in public transport.

•Bystander attitudes and actions: 50% of men surveyed are willing to intervene in case of direct harassment; 22% have done so; 33% took no action despite witnessing harassment. 75% believe men should always act against harassment.



Main recommendations

• Enforce stricter laws and penalties on harassment in public transport.

• Install CCTV cameras and increase police/security presence in buses and stations.

• Train and empower bystanders, especially men, to safely intervene.

• Run awareness campaigns to challenge harmful gender norms and promote respect.

• Provide harassment prevention training for transport staff; establish clear reporting systems.

• Improve communication and visibility of prevention and reporting efforts.

• Address barriers that prevent bystander intervention, including fear and social stigma.



I.Introduction

I.1Study background

Violence and harassment against women and girls in public transportation is a pervasive yet often under-researched phenomenon that significantly affects women's mobility, autonomy, and economic participation. In urban settings across the globe, women and girls face daily risks of verbal abuse, physical harassment, and psychological intimidation in transit spaces, risks that frequently go unreported and unaddressed. This baseline study was developed as part of the "Arrived Safely" project, which aims to identify the scope, patterns, and drivers of violence and harassment in public transportation in Amman, Jordan, and inform evidence-based interventions that enhance the safety and agency of women and girls in public transit systems. The baseline study serves as a foundational step in this initiative, aiming to generate actionable evidence that informs gender-responsive interventions, policy dialogue, and institutional reform.



I.2 About “Arrived Safely” project

“Arrived Safely” is a 4-year project implemented by JW and funded by UNTF. The overall objective of the project is that by March 2029, 2000 women and girls in Amman, two-thirds of whom are women from marginalized and lower income groups, are knowledgeable and protected against violence, harassment and sexual exploitation and abuse in public transportation, and that a safer and more inclusive public transportation environment for women in Jordan, particularly in Amman, is created. The project is expected to achieve four main outcomes:

•Women and girls who use public transportation in Amman are empowered to effectively report harassment and can navigate safe routes confidently.

•Institutional stakeholders are equipped to enforce anti-harassment practices, polices, and regulations.

•Frontline staff on anti-harassment policies are helping reduce incidents of sexual harassment within public transportation systems in Amman.

•The general public have an increased awareness and understanding ofg sexual harassment within public transportation and contribute to increasing safety of women.

I.3Importance of the baseline study

The baseline study is crucial as it provides evidence-based insights into the prevalence, forms, and impact of violence and harassment against women and girls in Amman's public transportation system. It established a data-driven foundation to inform targeted interventions, measure future progress, and advocate for policy and infrastructure reforms. By capturing the voices of users, service providers, and institutions, the study helps identify systemic gaps and supports the design of safer, more inclusive mobility solutions that enhance women's freedom of movement and economic participation.

I.4Overall objectives of the study

The overall objective is to establish a comprehensive understanding of the prevalence, nature, causes, and consequences of violence and harassment against women and girls in public transportation in Amman, in order to inform the design, implementation, .and evaluation of targeted interventions over the course of the project

Specific objectives:

•To assess the prevalence and patterns of different forms of violence and harassment experienced by women and girls in public transportation.

•To identify the risk factors and contextual drivers (e.g. social norms, infrastructure, polices) contributing to such violence.

•To explore the lived experiences, coping strategies, and reporting behaviors of women and girls who face harassment and violence.

•To conduct a gender analysis highlighting different impacts based on gender, refugee status, and other intersecting factors.

•To map local women-led CBOs as potential implementation partners.

•To generate baseline indicators against which progress and impact of the project can be measured.



I.5 Methodology

The baseline study employed a mixed-methods approach to capture both quantitative and qualitative dimensions of the problem. A desk review which focuses on public transportation and gender in Jordan, and the legal and policy framework addressing harassment in public transportation in Jordan, and analysis of the public transportation system in Amman, its structure and gendered accessibility. Desk review was followed by surveys that targeted both men and women who use public transportation in Amman. A total of ***235*** women and girls ***(75%*** Jordanians, ***23%*** Palestinians and Syrians, ***2%*** other nationalities) and 105 men ***(67%*** Jordanians, ***14.4%*** Palestinians and Syrians, ***4.8%*** other nationalities) between the ages of ***17*** and ***51+*** who use public transportation in Amman were surveyed to understand their experiences, perceptions, and behavioral responses to violence and harassment against women and girls, including awareness, attitudes, by standard behavior, and suggestions for improving safety. Women and men surveys included structured questionnaire with pre-coded responses that used to collect quantitative data sampled. The surveys were distributed through social media platforms, and the focus during the distribution of the surveys was on the following areas in Amman:

•Bus and coaster lines operating from Sweileh and the University of Jordan.

•Bus and coaster lines operating from Bayader Wdi Al-Seer, ***7th*** circle, ***6th*** circle, ***5th*** circle, reaching the central bus station in the old town (Al-Mesdar).

•Southern bus station, including transportation line leading to the old town and Raghadan (Al-Yadouda, Jaw, Khreibet Al-Souq, Al-Wahdat, Jabal Al-Nuzha, Jabal Al-Akhdar, Jabal Al-Marikh, Ashrafieh).

•Zarqa bust station: North and South Hashmi neighborhood and Sport City circle.

The study also included conducting ***3*** FGDs, the first was conducted with ***11*** CBOs, the second with ***7*** CSOs and national institutions that work directly with women survivors of GBV through provision of referral, psychosocial and legal support services, and the third was conducted with ***7*** bus drivers (BRT, Amman Bus, and coasters).

Additionally, KIIs were conducted with stakeholders central to transportation and public safety in Jordan, including the GAM/AU, AVT, LTRC, DFJP/PSD, and WB. These dialogues were instrumental in identifying existing policy frameworks, institutional capacities, and possible areas for collaboration and reform.

I.6 Theory of change

This study is grounded in the project's overarching theory of change: that violence and harassment in public transportation serves as critical deterrents to women's public participation and economic empowerment. By reducing the prevalence and fear of such violence, it is possible to remove a major barrier to women's mobility and create a safer, more inclusive urban environment. The baseline data will provide the evidence base to monitor change overtime, design targeted interventions, and advocate for more systemic improvements in both the transportation and protection sectors.

I.7 Summary of study's sections

Section three of the study "Public Transportation and Gender: A Contextual Review" reviews the intersection of public transportation and gender in Amman, highlighting that the city's fragmented, unreliable, and largely informal transit system creates significant barriers for women's mobility, safety, and economic participation. Drawing on global and national literature, it shows that public transport is a common site of GBV worldwide, and that in Jordan, limited research indicates harassment, poor coverage, high costs, and social norms deter women from using it, contributing to lost economic opportunities.

The legal and policy framework offers partial protections but lacks specific, enforceable measures for harassment in transit spaces. Amman's transport modes, from the more structured Amman Bus and BRT to informal minibuses and shared taxis, vary in safety, affordability, and accessibility, with formal systems showing greater potential for gender-sensitive reforms. Still, gaps in coverage, enforcement, and awareness remain.

Section four, "Stakeholders' Role and Enforcement Gaps," highlights fragmented responsibilities and weak coordination in ensuring gender-sensitive public transportation in Jordan. GAM manages Amman Bus and BRT but lacks anti-harassment policies, gender training, or incident documentation. The World Bank supports gender-responsive reforms and BRT expansion. LTRC's 2019 Code of Conduct addresses GBV but faces poor enforcement, awareness gaps, and ineffective reporting via the "Muwasalati" app.

DFJP/PSD handles GBV cases without transit-specific reporting. AVT operates fleets with cameras and GPS but lacks clear protocols and gender-disaggregated data. JNCW leads GBV policy and awareness efforts without tracking transport-specific cases. UN Women advances safety through policy support, advocacy, and campaigns like "Safe Cities" and "Mesh_Basita."

Section five of the study "National Referral System in Jordan: Roles and Responsibilities of Partners" outlines Jordan's National Referral System (NRS), a multi-sectoral framework coordinating responses to GBV, child abuse, and domestic violence through defined roles for key partners, including MoSD, PSD/DFJP, MoH, MoJ, MoE, CSOs, and NCFA. Despite its structure, the NRS faces challenges such as weak inter-agency coordination, limited GBV training, urban-centric services, underreporting due to stigma, and poor monitoring systems. While many CBOs have general GBV awareness, few address violence against women and girls in public transportation, and most lack the capacity for transport-specific referrals or advocacy. Recommendations include strengthening coordination, expanding services, enhancing GBV training, reducing stigma, improving data systems, and integrating a transport-focused GBV component into NRS work.

Section six of the study “Women’s and Men’s Perception on Violence and Harassment in Public Transportation in Amman” presents findings from two structured surveys with 235 women and girls and 105 men, aged 17–51+, of various nationalities in Amman. It examines perceptions and experiences of violence and harassment in public transportation. The survey was conducted via social media over 14 days from June 11 to June 25, 2025, targeting 11 locations in Amman where bus use is most frequent: Sweileh, Jordan University, Bayadir, Wadi Sir, Sixth Circle, Fifth Circle, Misdar, Jawa, Al Ashrafiya, Khriebet Souq, Yadoudeh, and Jabal Nuzha. These surveys focused on frequent transit users and collected quantitative data on awareness, experiences, bystander behavior, attitudes toward GBV, and suggestions for safety improvements. The findings reveal gender differences influenced by social norms, limited reporting mechanisms, and systemic gaps in protection. Insights from both women’s and men’s perspectives emphasize the need for stronger accountability, improved safety measures, and cultural change to combat harassment and foster safer public transportation in Amman.



II.Public Transportation and Gender: A Contextual Review

2.1Background

Amman is a rapidly expanding city with a population of over four million, yet its public transportation system remains fragmented, unreliable and largely informal. The sector is composed primarily of privately operated buses, minibuses, and service (shared) taxis, with inconsistent state oversight, scheduling, and minimal infrastructure that supports accessibility or safety. While efforts have been made to modernize the network, including the introduction of the Amman Bus and BRT system and smart card payment technologies, coverage remains insufficient, especially for low-income and peripheral areas.

Women experiences in this system are shaped not only by operational inefficiencies but also by deep-seated social norms and gender dynamics. Cultural expectations around modesty and gender segregation, compounded by weak enforcement of anti-harassment laws and absence of safe reporting mechanisms, have created an environment where many women feel unsafe or unwelcome in public transport spaces. A 2019 report by the UN Women and JNCW revealed that fear of sexual harassment in public places, particularly in transportation, is a major concern among Jordanian women, directly influencing their decision to use or avoid public transit .

2.2 Global and national literature on violence in public transport

Internationally, GBV in public transportation has been recognized as a widespread problem. Studies from cities such as Delhi, Nairobi, and Mexico City have highlighted that public transportation is a common site of groping, verbal abuse, stalking, and other forms of harassment. These behaviors are often normalized or dismissed, making it difficult for survivors to seek redress or justice. In response, a range of strategies has been piloted globally, including women-only transport options, mobile safety apps, increased law enforcement presence, and urban design interventions aimed at enhancing visibility and safety. For instance, in New Delhi, a survey conducted by Jagori, UN Women and UN-Habitat, which targeted 5010 women and men across Delhi, found that two in three women experienced harassment in 2009, especially in buses and at bus stops, with 54% feeling unsafe during crowded transport.[2] In Chennai, India, a victimology study with 530 women reported that approximately 35% experienced harassment over six months, including grouping, stalking, and requests for sexual favors[3]



[1] "Women's economic empowerment in Jordan: public transportation and safety" (circa 2019)
[2] 66 pc women faced sexual harassment last year: survey. Delhi – the Indian express. Can be accessed on: https://indianexpress.com/article/cities/delhi/66-pc-women-faced-sexual-harassment-last-year-survey/
[3] Victimology of Sexual Harassment on Public Transportation: Evidence from India (2020), can be accessed on: https://www.researchgate.net/publication/342493299_Victimology_of_Sexual_Harassment_on_Public_Transportation_Evidence_from_India

A large-scale study from Bangladesh found that 90% of women and girls experienced sexual harassment while using public transport, with transport hubs and bus stops being the major locations.[4] Research in Dar es Salaam, Tanzania, showed that nearly all women surveyed reported harassment in the six months prior to conducting the survey, all on public transport, and police records dramatically under-report such violence. Crowd-sourced data showed up to 90% of incidents involved transit use.[5] In Mexico City, Latin America, a poll found that 96% of women had experienced harassment in public spaces, and 58% reported being groped. The public transport system is identified as a high-risk venue, with limited police and institutional responses. These studies reveal that public transportation is consistently identified as a primary vector for GBV, including grouping, verbal abuse, stalking, and physical assault.

In Jordan, research on this specific issue remains relatively scarce, though awareness is increasing. A 2019 study by ARDD-Legal Aid found that the absence of safe transportation was frequently cited by women as a deterrent to seeking work or accessing services. This study, which was conducted by the Social Protection Observatory (affiliated with Tamkeen for Legal Aid and Human Rights, found that 78% of female graduates in Jordan considered inadequate public transportation a major obstacle to employment. According to the study, many women spend up to 20% of their monthly income on transport, and describe public buses and shared vehicles as “unreliable and unsafe”, directly impacting their willingness to seek or maintain a job.[6] A WB’s assessment in 2022 also identified gender gaps in urban mobility as a significant contributor to economic exclusion in Amman. The assessment report highlights that women constitute only about one third of public transport riders in Jordan, and fewer that 50% of women use public transport at all. The report emphasizes that poor public transport accessibility, safety, and reliability disproportionately affect women and youth without cars, restricting their ability to work. The report emphasized that women’s underutilization of public transport may cost the Jordanian economy up to 65 million USD annually by 2030 due to lost productivity. The report also notes systemic issues, including fragmented services, lack of integration, low frequency, and perceived insecurity, especially among women[7]

https://www.researchgate.net/publication/342493299_Victimology_of_Sexual_Harassment_on_Public_T Transportation_Evidence_from_Indi

4 An analysis of harassment and challenges faced by the public transport users in a developing country of South Asia (December 2022), can be accessed on: https://www.frontiersin.org/journals/built-environment/articles/10.3389/fbuil.2022.1049121/full

5 Delhi to Dar es Salaam: Public harassment takes toll (2025), can be accessed on: https://timesofindia.indiatimes.com/city/delhi/delhi-to-dar-es-salaam-public-harassment-takes-toll/articleshow/121346213.cms

6 Jordan Times, lack of public transport poses hurdle for women’s employment (2022), can be accessed on: https://jordantimes.com/news/local/lack-public-transport-poses-hurdle-womens-employment-%E2%80%94-report

7World Bank (2022), Jordan Public Transport Diagnostic and Recommendations. Can be accessed on:https://www.worldbank.org/en/country/jordan/publication/jordan-public-transport-diagnostic-and- recommendations

A report titled “Women Transporting into Employment”, and conducted by the World University Service of Canada (WUSC) in 2017-2018 with partner CSOs in Amman, Irbid and Salt, found that 47% of women surveyed declined job opportunities due to transportation barriers, such as route limitations, multiple transfers, cost, unreliable schedules, and safety concerns."[8]" A pioneering study conducted by Friedrich-Ebert-Stiftung (FES) Amman Office in collaboration with the Women’s Economic Rights Group SADAQA, in 2019, titled “Gender in Public Transportation: A Perspective of Women Users in Public Transportation”. The study surveyed 500 women, 47% of them said that they had declined job offers due to lack of viable public transportation, especially in terms of route, availability, safety, reliability and cost. 55% of women surveyed noted that the use of public transport negatively impacted their employment or educational opportunities, often causing delays or leading them to abandon studies/work entirely. The report identifies significant structural barriers, such as poor coverage and scheduling, unaffordable fares relative to income, safety concerns including risk of harassment, especially within informal transport modes, and social familial restrictions on women’s mobility."[9]"

However, after reviewing the available literature on violence in public transportation in Jordan, much of the available data is anecdotal or based on limited sample sizes, underscoring the urgent need for comprehensive, gender-sensitive and localized data.



2.3Legal and policy framework addressing harassment in public transportation in Jordan

While Jordan has made incremental progress in addressing GBV through national strategies and legal reforms, public harassment, especially in public transportation settings, remains underregulated and poorly enforced. Existing legal tools provide a partial framework but fall short of offering women effective protection in transit spaces. The Jordanian Panel Code (No. 16 of 1960, amended in 2017)[10], criminalize certain forms of sexual harassment, through the definitions remain limited and enforcement is weak. Key provisions include:

•Article 305: penalizes anyone who commits an “incident act” with another person in public or private, punishable by up to six months in prison.
•Article 306: addresses lewd words or gesture that cause offense, with similar penalties.
•Article 307: provides increased penalties for acts committed by public transport workers or those in positions of trust.

The low does not explicitly define or criminalize “sexual harassment” as a standalone offense, nor does it distinguish between forms of verbal, non-verbal, or physical harassment. In addition, the law does not mention public transportation spaces specifically,

8 WUSC (2019), Women Transporting into Employment: Challenges and Opportunities in the Jordanian Transport Sector. Can be accessed on: https://wusc.ca/women-transporting-into-employment-challenges- and-opportunities-in-the-jordanian-transportation-sector/

9 Friedrich-Ebert-Stiftung and SADAQA (2019), Gender in Public Transportation: A Perspective of Women Users in Public Transportation. Can be accessed on: chrome- extension://efaidnbmnnnibpcajpcglclefindmkaj/https://library.fes.de/pdf-files/bueros/amman/15221.pdf

10 Jordanian Panel Code, Articles 305-307

making it difficult to apply in many harassment cases that occur in crowded or anonymous transit environment.

The amendment to Article 29 of the Labor Law added the term “sexual harassment” explicitly, expanding protection to include lesser but still serious misconduct. The revised clause now covers any form of sexual assault or sexual harassment, punishable under law. However, its application remains limited to the workplace. The law on Protection from Domestic Violence (2017) , expanded protection mechanisms for survivors of violence, particularly within family settings. However, it does not extend protection to women experiencing violence in public spaces like transportation or the street.

The Jordan’s Cybercrime Law (amended 2023) addresses online harassment and threats, particularly on social media platforms. While important in combating digital GBV, this law does not address offline harassment, which is more prevalent in public transportation settings.

The National Framework for Family Protection (NFPP), which is a multi-sectoral protocol. aims to standardize prevention, protection, and response to family violence. While comprehensive in scope, its operational focus ismainely on domestic settings, not public harassment or mobility-related violence.

The National Strategy for Women (2020-2025) , which is led by the JNCW prioritizing combating violence against women and girls in all forms, promoting gender equality across sectors, including mobility and economic participation, and strengthening institutional and legislative frameworks. While the strategy acknowledges the role of public spaces and mobility, it does not offer concrete or enforceable guideline or harassment in public transport, nor does it require transport authorities to take gender-responsive actions.



2.4Public transportation system in Amman: structure and gendered accessibility

Amman, Jordan's capital and urban epicenter, is home to over 4 million residents and serves as the country's primary economic, educational, and governmental hub. Yet, despite its centrality, the city's public transportation system is underdeveloped, fragmented, and often inaccessible, particularly for women and marginalized groups. The city's transit network is composed of a mix of formal and informal services, primarily including:

•Amman Bus: is the municipal public bus service operated and managed by GAM, launched in 2019 as part of broader urban mobility reforms aimed at improving the quality, accessibility, and efficiency of public transportation in the capital. It operates in parallel with the Bus Rapid Transit (BRT) system and is part of the

11 Protection from Domestic Violence Law (2017)

12 Cybercrime Law (2023)

13 The National Strategy for Women (2020-2025)

city's transition from fragmented, unregulated transportation modes to a more organized and user-friendly network. Amman Bus uses a contactless smart card system, known as Amman Bus Card, which allows users to pay electronically via card readers installed on buses. The service includes 100+ modern buses operating on a growing number of clearly defined routes across central and peripheral areas of Amman. Users can track bus arrivals and schedules via the "Amman Bus" Mobile app, which shows live locations of buses, trip planning features, and balance information for smart cards. Compared to informal minibuses or service taxis, Amman Bus offers higher safety standards, including supervised boarding at designated stops, onboarding cameras, and trained drivers under GAM oversight. Amman Bus represents a step forward in enhancing public transport accessibility for women, particularly in terms of:

- Affordability: low-cost rides enable women from low-income households, students, and job seekers to commute regularly.
- Structure and predictability: unlike informal transport, the fixed routes, scheduled service, and regulated operations reduce uncertainty and exposure to informal, unsafe environments.
- Reduced harassment risk: The professional appearance of the buses, visibility of drivers, and presence of passengers contribute to a more controlled setting, though incidents still occur and often go underreported.
- Potential for gender integration: With poorer policy support, Amman Bus could be used as a platform for piloting gender-sensitive practices such as anonymous complaint/reporting systems, gender sensitivity training for drivers, public awareness materials on respectful commuting, and integration with safety-focused mobile tools.

•Bus Rapid Transit (BRT): one of the most significant recent developments in Amman's public transportation reform agenda. Officially launched in 2021 and managed by GAM in partnership with the Ministry of Transport (MOT), the BRT was introduced to address long-standing problems of traffic congestion, pollution, and poor service quality in the capital's transport network. The BRT buses operate in exclusive lanes along major corridors such as Sweileh and Ras Al-Ain, allowing them to bypass traffic congestion and maintain reliable scheduling. It includes digital integration, and real-time arrival information is available via mobile app and at some bus stops. Stations and buses are equipped with surveillance cameras, lighting, and staff presence, providing a relatively safer and more structured commuting environment compared to informal modes like coasters or shared taxis.

While the BRT was not designed initially as a gender-targeted intervention, it holds strong potential to improve women's access and safety in public transportation for several reasons:

• Predictability and structure: Scheduled services, fixed stops, and regulated fare systems reduce the unpredictability and informal interactions that often expose women to harassment in minibuses and shared taxis.
• Reduced overcrowding: High-capacity buses and designated boarding points reduce physical proximity between passengers, a major risk factor for sexual harassment
• Visibility and surveillance: The use of CCTV cameras, lighting at stations, and staff oversight creates a deterrent for inappropriate behavior and allows for safer travel, particularly at night or during off-peak hours.
• Public Perception: Anecdotal feedback and preliminary media reports suggest that many women in Amman feel more comfortable using BRT compared to traditional modes. The structured, professional environment is seen as more "appropriate" for women in a conservative social context.
•Large Public Buses: Operated by the Jordan Public Transport Company (JPT) and other licensed operators, these buses serve several high-density routes across Amman and its suburbs. They are typically low-cost and used by a broad cross-section of society, including students, workers, and low-income residents. However, they often lack reliable schedules, and overcrowding is common during peak hours, reducing female passengers' sense of personal safety.
•Coaster Minibuses (also known as "Coasters"): These 18–25-seat minibuses are a dominant mode of transportation for many commuters in Amman. While they provide extensive geographic coverage and are more frequent than larger buses, they are privately owned and loosely regulated, leading to inconsistent service standards, poor vehicle conditions, and limited accountability. Coasters are among the most cited spaces for incidents of sexual harassment due to their cramped interiors and lack of oversight.

•Service Taxis (Shared Taxis): Known locally as "servees", these are shared taxis that follow semi-fixed routes and pick up passengers along the way. They are faster than buses or coasters but are more expensive and limited in coverage. While they offer a sense of semi-privacy, many women report discomfort or hesitation in sharing small spaces with unfamiliar male passengers, particularly during non-peak hours.
•Yellow Taxis (Private Hire): Widely available across Amman, yellow taxis are used for door-to-door travel. While they offer more comfort and privacy, they are significantly more expensive than public transport and not financially viable for many women on a regular basis. Reports of verbal harassment and inappropriate behavior by drivers, as well as lack of clear complaint mechanisms, also deter many women from using them freely.

•Ride-hailing Apps (e.g., Uber, Careem, Jeeny): These services have gained popularity in recent years, especially among middle- and upper-income women, due to app-based safety features such as driver ratings, route tracking, and emergency buttons. However, they remain inaccessible to many low-income women due to their cost and reliance on smartphones and digital literacy.



III.Stakeholders' Role and Enforcement Gaps

In Jordan, there are several public bodies hold fragmented responsibilities in relation to transportation safety and gender protection. They are as follows:

3.1 Greater Amman Municipality (GAM)

GAM is responsible for public transport management in Amman, infrastructure, and licensing. GAM has not yet adopted formal gender-sensitive transport policy standards. In an interview with the AUO (affiliated with GAM), Eng. Akram Khreisat, and Eng. Rasha Al-Shawarbeh, Director of Queen Rania Gardens, Women Creative Hub, they said that "Amman Bus and BRT are managed by GAM, and the recent regulations, instructions, and policies related to public transportation operated GAM do not specifically address the issue of harassment against women and girls on public transportation. Rather, these policies emphasize providing general passenger safety and maintaining public safety. The regulations do not include explicit requirements aimed at preventing harassment or violence against women. These regulations also do not require drivers and operators to attend gender-sensitive training". They added that "Amman Vision and LTRC are responsible for training of bus drivers".

14 KII with Eng. Akram Khreisat and Eng. Rasha Al-Shawarbeh, GAM/AUO. Date: 6 th July 2025

15 KII with Eng. Akram Khreisat and Eng. Rasha Al-Shawarbeh, GAM/AUO. Date: 6 th July 2025

As for complaints from women or girls who are subjected to harassment on public transportation, Khreisat and Al-Shawrbeh said that “neither GAM nor AUO documents these cases. If there are instances of harassment on Greater Amman buses, and there are any complaints, they are referred to the PSD for follow-up”. They added that “GAM and AUO do not document incidents of harassment and violence against women and girls in public buses managed by GAM, and therefore no statistics are available about such incidents”. As for awareness-raising campaigns related to combating violence and harassment against women and girls in transportation, GAM has not organized such campaigns. Rather, GAM welcomes the organization of such campaigns with the aim of raising the awareness of passengers and citizens about the dangers of violence and harassment on women’s economic participation and mobility” . GAM is currently working on the second voluntary report for the city of Amman in partnership with UN-HABITAT, with the aim of measuring progress towards achieving the SDGs and identifying priorities and integrating the SDGs into planning processes. In the first voluntary report, the following SDGs were reviewed:

•Goal 3: Good health and well-being
•Goal 7: Affordable and clean energy
•Goal 9: Industry, innovation, and infrastructure
•Goal 11: Sustainable cities and communities
•Goal 13: Climate action
•Goal 17: Partnerships for the goals
In the second report, two new goals were adopted for review:
•Goal 5: Gender equality
•Goal 16: Peace, justice, and strong institutions

3.1.1 Main findings

•GAM manages public transport but lacks formal gender-sensitive policies or harassment prevention measures.
•Does not document harassment incidents or complaints systematically.
•Working on integrating SDGs, including gender equality, in city planning.\

3.2 World Bank (WB)

in Jordan, the WB is supporting public transport reform process through a number of ways. In 2022, the WB published a report titled “Jordan Public and Transport Diagnostic and Recommendations” , which was released amid a regional workshop on gender-responsive public transport in Mashreq countries (Jordan, Lebanon, Iraq). Ky findings in the report include the following :

- **Women make up only one-third of public transport riders in Jordan, and fewer than 50% use the system at all.**
- **Poor quality, fragmented services, lack of integration, and perceived insecurity are major barriers, especially for women.**
- **The report names the cost of under-participation by women in transit as up to 65 million USD annually.**

In an interview with Nour and Said, they have elaborated on the WB’s efforts to enhance gender in all sectors in Jordan. They said that the “WB play a key role in Jordan’s public transport system development, and based on the recommendations of the 2022 Public Transport Diagnostic and Recommendations report, the WB provided the analytical foundation for expanding transport infrastructure, including the BRT, to support inclusive and gender-responsive mobility”. They also said that “the WB is now coordinating with the Ministry of Transport (MoT) to support the expansion of the BRT, especially from Sweileh to Salt and to the airport, and the WB is now conducting feasibility studies for this expansion. These proposed lines aim to connect other governorates and decongest the capital, promoting broader regional mobility reform”.

3.2.1 Main findings

•WB supports public transportation with a focus on gender-responsive mobility

•Highlights low women’s ridership due to insecurity and poor service.

•Coordinates with government to expand BRT system to improve regional connectivity.

16 Ibid

17 KII with Nour Moghrabi, World Bank, Amman Office. Date: 8 th July 2025.

18 KII with Dr. Ablaa Weshah, Director of Media and Communications Unit at LTRC. Date: 23 rd July 2025

19 “Code of Ethical and Professional Conduct for Users, Operators, and Workers in Public Transport Facilities and Transportation Modes” (2019), MoL, MoT, LTRC

3.3 Land and Transport Regulatory Commission (LTRC)

LTRC is the primary government body responsible for regulating and supervising land-based transport services in Jodran. Established under Law No. (4) of 2011, it functions under the umbrella of the Ministry of Transport, and plays a central role in shaping national transport policy, issuing licenses, and ensuring compliance with transport laws and standards. It is mandated to protect passengers' rights, including service quality, accessibility, safety and equity. LTRC works in coordination with GAM for BRT and urban planning, with PSD for safety enforcement and harassment reporting, and with CSOs for awareness-raising, complaints monitoring, and gender-based advocacy (though still limited in practice). In an interview conducted with Dr. Ablaa Weshah, Director of Media and Communications Unit at LTRC, she elaborated on the which was jointly issued by Ministry of Labour, Ministry of Transport, and LTRC in 2019 with support from the WB, saying that this CoC is "highly relevant to eliminating GBV in public transportation, although its implementation and enforcement remain critical challenges". The CoC contains several articles and standards directly relevant to elimination of GBV , these articles are as follows:

- **Article 30 (Driver Conduct): Clearly states that drivers must ensure vehicles are free of any form of sexual harassment, under penalty of law.**
- **Article 6.6 (Operator Conduct): Requires a friendly environment for women passengers and employees, including appropriate facilities (e.g., separate restrooms).**
- **Article 32 (Driver Conduct): Instructs drivers to give special attention to vulnerable groups, explicitly naming women.**
- **Article 4.3 (Goals of the CoC): Commits to promoting non-discrimination on the basis of gender and respecting the rights of women users.**
- **Article 4.11: Highlights the importance of transportation for women's economic participation, calling for services that accommodate their needs.**
- **Passenger Conduct Guidelines: Prohibit all forms of verbal, visual, or physical harassment and require passengers to respect women and vulnerable groups.**

18 KII with Dr. Ablaa Weshah, Director of Media and Communications Unit at LTRC. Date: 23 rd July 2025
19 "Code of Ethical and Professional Conduct for Users, Operators, and Workers in Public Transport Facilities and Transportation Modes" (2019), MoL, MoT, LTRC

The CoC outlines a comprehensive framework for ensuring accountability and behavioral change, including:

- **Mandatory training for drivers and operators on the CoC, with disciplinary action for violations.**
- **Complaints and suggestion mechanisms, including hotlines, email channels, and platforms like Bekhidmetkom and Hokoumati Fee Khidmati.**
- **Focal points in key institutions (MoT, MoL, LTRC, GAM, PSD) responsible for overseeing the CoC.**
- **Operator obligations to post the CoC inside vehicles and public facilities, and provide visible reporting channels for passengers.**
- **Despite its progressive content, there are critical gaps that limit the CoC's impact on preventing GBV in practice:**
- **There are no clear sanctions for repeated GBV violations or for failure to act on complaints.**
- **In terms of awareness, most passengers and even some operators are unaware of the CoC exists or how to report violations.**
- **It lacks a survivor-centered complaint mechanism such as anonymity, confidentiality, and victim support.**
- **The CoC lack gender inclusion and it does not mention gender focal points, or gender audit, or integration with women's CSOs or rights groups.**

According to Dr. Ablaa Weshah, LTRC, in partnership with MoT, and with support from the WB, developed a mobile app known as "Muwasalati" (مواصلتي), which is a mobile app. This app was developed as a CoC reporting tool, to allow users submit violations observed in public transport operations. The app is available in Arabic and designed to collect statistical data to inform service evaluation and improvement. The app is currently is ineffective, and despite being publicly released in July 2023, there is no publicly shared data on usage rates, reporting volumes, or resulting actions . According to an interview with the World Bank , "the ineffectiveness of "Muwasalati" app is due to the lack of agreement between relevant stakeholders (LTRC, MoT, PSD) regarding its management". Despite the app being tied to 2019 CoC, there is no record of specific GBV-related violations or follow-up actions being publicly documented. Therefore, without transparent reporting, it is difficult to assess whether it actually contributes to reducing harassment in public transportation.

3.3.1 Mian findings

•LTRC regulates transport services and passenger rights.

•Developed a 2019 CoC addressing GBV, but enforcement and awareness are weak.

•Introduced “Muwasalati” app for reporting violations, but app effectiveness is limited due to poor stakeholder coordination and lack of transparency.

•Lacks survivor-centered complaint mechanisms and gender inclusion in policies.

20 KII with Dr. Ablaa Weshah, Director of Media and Communications Unit at LTRC. Date: 23 rd July 2025

21 KII with Nour Maghrabi, World Bank, Amman Office. Date: 8 th July 2025.



3.4Department of Family and Juvenile Protection/Public Security Directorate (DFJP/PSD)

DFJP is a specialized unit within PSI, and is the primary government body responsible for responding to cases of family violence, domestic abuse, child abuse, and GBV, including cases reported in public spaces such as transportation system. The Unit was established in 1997 and has expanded its mandate over the years to include broader GBV-related incidents, aligning with Jordan's commitments to international human rights and protection frameworks. In an interview conducted with Colonel Atta Allah Al-Mashaqbeh, Head of the Operations Division at DFJP/PSD, core functions of the DFJP/PSD are receiving complaints of GBV including sexual harassment, conducting investigation and documentation, and referring survivors of violence to shelters, legal aid, psychological services, and medical care, in addition to handling child abuse, neglect, or exploitation, and engaging in campaigns to raise awareness on violence and reporting procedures".[22] According to Al-Mashabeh, there are multiple reporting and response channels managed or coordinated by DFJP. Survivors can go in person to any DFJP branch in governorates, and trained officers (including female staff) receive complaints in confidential, and private spaces. Also, survivors of violence can complain through the emergency and helping number 911 which is a general emergency number with immediate police response, and the National Family Protection Hotline 110, which is operated by the MoSD in coordination with DFJP. Survivors needing protection are referred by DFJP to Dar Al Wifaq Shelter, managed by MoSD, NGOs such as Solidarity is Global Institute (SIGI), Arab Renaissance for Democracy and Development (ARDD), or Jordanian Women's Union (JWU) for Legal Aid and Psychosocial support .[23] According to Al-Mashaqbeh, there are barriers to reporting violence by women and girls such as shame, lack of trust, fear of retaliation. DFJP/FPD's complaint system does not include a classification for cases of violence, meaning that complaints that occur on public transportation are not recorded as having occurred on public transportation, which means that having accurate statistics on harassment and violence against women and girls in public transportation is difficult. To date, there are no formal reporting mechanisms on public transportation vehicles, no anonymous complaint hotline tailored for women in transit, and limited gender training for drivers or operators .

22 KII with Colonel Atta Allah Al-Mashaqbeh, Head of the Operations Division at DFJP/PSD. Date: 30 th July 2025

23 KII with Colonel Atta Allah Al-Mashaqbeh, Head of the Operations Division at DFJP/PSD. Date: 30 th July 2025

3.4.1 Mian findings

•Handles GBV complaints, investigations, and survivor support.
•Multiple reporting channels exist but none specifically tailored for public transport harassment.
•No systematic recording of transport-related harassment cases; no anonymous hotlines dedicated to transit GBV.
•Cultural barriers reduce reporting.

III.5 Amman Vision Transport

AVT is a public-private transport management company established in 2020 by GAM. It is the main operator and supervisor of public transport services under the Amman Bus and BRT systems. AVT is responsible for managing Amman Bus fleet, overseeing the BRT network and smart transport infrastructure, cooperating private service operators unified standards, and operating the Amman Bus mobile app and real-time GPS services. In an interview with Eng. Mohammad Allimon, CEO of AVT , he elaborated on the role of AVT in addressing or monitoring violence in public transport saying the “AVT is not a law enforcement or protection agency, but it supports safety monitoring and incident reporting through the following mechanisms:

•AVT manages onboard cameras systems in BRT and many Amman bus vehicles.
•Surveillance footage can be accessed by PSD or GAM in response to complaints, including sexual harassment.
•Buses are monitored in real time via GPS, helping to identify location and timing of incidents when reported.
•AVT receives complaints from passengers through the Amman Bus mobile app, or the call center of GAM. If complaints involved harassment or misconduct, AVT can refer them to GAM, DFJP/PSD.
•AVT monitors whether contracted operators and drivers comply with service punctuality and driving ethics, and costumer respect protocols.

AVT lacks a publicly available standards operating procedures for responding to harassment complaints. It also lacks gender disaggregated data, therefore, service data such as incidents is not publicly broken down by gender or type of complaint. One of the major gaps and challenges of AVT is that many riders are unaware that they can report harassment through AVT or GAM channels.

24 KII with Eng. Mohammad Allimon, CEO of AVT. Date: 22 nd July 2025

3.5.1 Mian findings

•Operates public transport fleets and smart systems.
•Supports safety monitoring via cameras and GPS, and collects complaints.
•Lacks gender-disaggregated data, clear harassment complaint SOPs, and public awareness about reporting options.



3.6Jordanian National Commission for Women (JNCW)

JNCW plays a strategic leadership and coordination role in promoting gender equality, protecting women's rights, and combating GBV in Jordan, including increasing public awareness and advocating for safer public spaces such as public transportation. JNCW is the official national machinery in Jordan, established in 1992 by a Cabinet decision and functions as an inter-ministerial policy advisory body reporting directly to the Prime Minister's Office. JNCW is mandated to:

•Propose and monitor the implementation of national gender equality policies.
•Coordinate efforts among government, CSOs, international agencies, and other stakeholders.
•Monitor Jordan's commitment to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), Universal Periodic Review (UPR), and other international human rights mechanisms.

JNCW plays an important role in combating GBV. At the policy level, JNCW led the development of the National Strategy for Women (2020-2025), which prioritizes combating GBV, promoting women's safety in public spaces, and strengthening coordination on GBV services and referrals. At the coordination level, JNCW coordinates national dialogue and inter-agency platforms on GBV, works closely with NCFA on harmonizing protection systems, and supports GBV research, such as the UN Women-JNCW 2021 report on safety in public spaces, including transportation. At the awareness level, JNCW plays a leading role in designing and implementing national awareness campaigns aimed at shifting harmful social norms and encouraging women to report violence .

In an interview conducted with Ms. Maali Al-Naimat, Coordinator of Women's Protection from Violence Programs at JNCW, she said that "JNCW does not currently operate or oversee a mechanism specifically for tracking GBV in transport settings, but JNCW tracks all types of GBV without classification" .

3.6.1 Mian findings

•JNCW leads gender equality and GBV policy coordination nationally.
•Implements national strategy prioritizing women's safety and GBV response.
•Tracks overall GBV data but does not classify transport-specific cases.
•Conducts awareness campaigns to shift norms and encourage reporting.

3.7 UN Women – Jordan Country Office

UN Women – Jordan Country Office plays a central role in promoting gender equality and combating GBV through policy support, public awareness, and capacity building. It works with national partners, including JNCW, to implement national strategies and support survivor-centered responses. UN Women has also led pioneering efforts to enhance women's safety in public spaces, such as the "Safe Cities" initiative and the "Mesh_Basita" campaign, which highlight the issue of harassment in public transportation

and advocate for structural and cultural change to ensure safe mobility for women and girls.

3.7.1 Main findings

•Provides policy support and capacity building on gender equality and GBV.
•Leads initiatives focusing on women's safety in public spaces, including transport.

25 Further information about JNCW role can be found on: https://women.jo/ar

26 KII with Maali Al-Naimat, Coordinator of Women's Protection from Violence Programs at JNCW. Date of interview: 24 th July 2025

27 For further information about UN Women work in Jordan, please see UN Women website: https://jordan.unwomen.org



3.8 Key Recommendations

•Strengthen coordination: Improve inter-agency collaboration among GAM, LTRC, DFJP/PSD, AVT, JNCW, and others to unify efforts on transport safety and gender protection.

•Develop and implement gender-sensitive policies: GAM and transport authorities should adopt explicit policies and standards addressing harassment prevention and gender inclusion in public transport.

•Enhance reporting mechanisms: establish survivor-centered, anonymous, and accessible complaint channels specifically for harassment in public transportation, including mobile apps and hotlines.

•Increase transparency and data collection: collect and publish gender-disaggregated data on harassment incidents, complaints, and responses to inform policy and service improvements.

•Raise awareness and conduct training: launch sustained awareness campaigns targeting passengers, operators, and the public to highlight harassment issues and reporting options. Train drivers, operators, and enforcement staff on gender sensitivity and handling harassment complaints.

•Leverage technology effectively: improve management and usage of reporting apps like “Muwasalati” with clear roles and accountability among stakeholders.

•Integrate gender in planning and monitoring: align public transport development and monitoring frameworks with SDGs, especially gender equality and safe cities objectives.

•Support survivor services: strengthen referral pathways and survivor support services accessible through transport harassment complaint systems.
•Raise awareness among women and girls with regard to complaint mechanisms such as Bekhidmetkom and Hokoumati Fee Khidmati.



IV.National Referral System in Jordan: Roles and Responsibilities of Partners

4.1Background

The National Framework for Family Protection, known as the National Referral System (NRS) in Jordan is a multi-sectoral mechanism established to coordinate the protection, support and referral of survivors of violence, including GBV, child abuse and domestic violence. The NRS was first launched in 2005 and was updated in 2011 and again in 2021, with the aim of ensuring that survivors of violence receive coordinated care across health, social, legal, and security sectors. It defines the roles and responsibilities of institutions involved in responding to GBV and child protection cases and provides standard operating procedures for casa identification, documentation, protection, referral, and case closure.

4.2Key partners and their roles in the NRS

INSTITUTION	KEY RESPONSIBILITIES
MoSD	Lead coordination agency, provides social services, case management and runs shelters
PSD/DFJP	Investigate GBV/child abuse cases, ensures safety, collects legal evidence, and forwards to prosecution
MoH	Provides medical services, forensic exams, and psychological first aid.
MoJ	Oversee judiciary process, facilitates access to legal protection measures.
MoE	Identifies and refers child abuse and neglect cases through school counselors and staff
CSOs	Offer legal aid, psychosocial support, shelter, reintegration services, and advocacy
NCFA	Plays a coordinating and policy advisory role, monitors implementation and updates of the NRS

4.3Challenges of the NRS

•Fragmentation and coordination gaps: despite a clear framework, communication between institutions is often inconsistent or delayed.

•Capacity constrains: many frontline workers lack sufficient training on GBV sensitivity and referral procedures.

•Limited geographical coverage: services like shelters and legal aid are more concentrated in Amman and major cities, leaving rural or refugee communities underserved.

•Underreporting and social stigma: many survivors avoid the system due to fear of retaliation, stigma, or loss of family/community support.

•Lack of monitoring and accountability: inconsistent follow-up, weak data system and unclear mechanisms for tracking outcomes or equality.

28 FGD with SCOs and National Institutions, organized at JW on 23 rd June 2025
29 UNICEF, UN Women, and UNFPA – Joint assessments of GBV referral pathways (2019–2022)
30 Ibid

4.4CBOs awareness on violence against women and girls in public transportation and involvement in NRS

In a FGD conducted for 11 CBOs in Amman, the majority of CBOs attended the FGD reported that they had conducted awareness-raising activities and capacity-building training on GBV in general, but had not worked on specific projects or activities on violence against women and girls on public transportation. The level of awareness and understanding of CBOs of the NRS varies significantly, depending on factors like geography, funding, capacity, and their degree of engagement with national or international stakeholders.

CBOs that are partnered with larger CSOs, government agencies, and UN agencies are generally aware of GBV in public transportation and of the NRS. Many of these CBOs have participated in training sessions or workshops on conducting awareness on GBV and NRS, and have been involved in case referral, especially in urban areas, and some of them serve as first point of contact for survivors of violence, particularly in remote or underserved areas. Despite having participated in numerus capacity building trainings, and conducting awareness raising sessions or campaigns, these CBOs lack the capacity to conduct awareness and trainings on violence against women and girls in public transportation. These CBOs need capacity building to understand the ecosystem relevant to transportation in Jordan, and need to be introduced to the role of stakeholders managing this system. They also need to be trained on how to deal with cases of women and girls who are subject to violence in public transportation and how to provide first-line response and make safer referrals, and need to be trained on how to conduct effective advocacy on this topic.

4.5Main findings

•Jordan's NRS coordinates multi-sectoral response to GBV and child abuse with defined roles for government and CSOs.

•Key partners include MoSD (coordination and services), PSD/DFJP (investigation), MoH (medical support), MoJ (judiciary), MoE (child abuse referral), CSOs (support and advocacy), and NCFA (policy coordination).

31 FGD with CBOs. Date: 22 nd June 2025

•Challenges include poor coordination, limited GBV training for frontline workers, urban concentration of services, survivor underreporting due to stigma, and weak monitoring and data systems.
•Most CBOs have general GBV awareness but lack focus and capacity on violence against women and girls in public transport and related referrals.

4.6Key recommendations

•Improve coordination and clear referral pathways among NRS partners.
•Provide targeted GBV and referral training to frontline workers and CBOs.
•Expand services to rural and refugee areas.
•Reduce stigma through community outreach to encourage reporting.
•Strengthen data collection and monitoring systems.
•Build CBO capacity on public transport-related violence and advocacy.
•Integrate transport-specific GBV focus into NRS efforts.



V.Women's and Men's Perception on Violence and Harassment in Public Transportation in Amman

This chapter presents the findings of two structured surveys conducted to explore the perspectives of women and men who use public transportation in Amman on the issue of violence and harassment against women and girls. A total of 235 women and girls and 105 men, Jordanians, Syriana, Palestinians and other nationalities, aged between 17 and 51+, participated in the surveys. The study aimed to capture their experiences, perceptions, attitudes, behavioral responses, and recommendations related to safety in public transit settings. The surveys utilized pre-coded structured questionnaires to collect quantitative data and were disseminated through social media platforms, targeting frequent public transportation users. Both the women's and men's surveys sought to assess awareness of harassment, bystander behavior, attitudes toward gender-based violence, and suggestions for improving safety and accountability in public transport systems across Amman.

The analysis presented in this chapter contributes to a deeper understanding of how gendered experiences of public transportation are shaped by social norms, reporting mechanisms, and systemic gaps in protection.

5.1Women's Perception on Violence and Harassment in Public Transportation

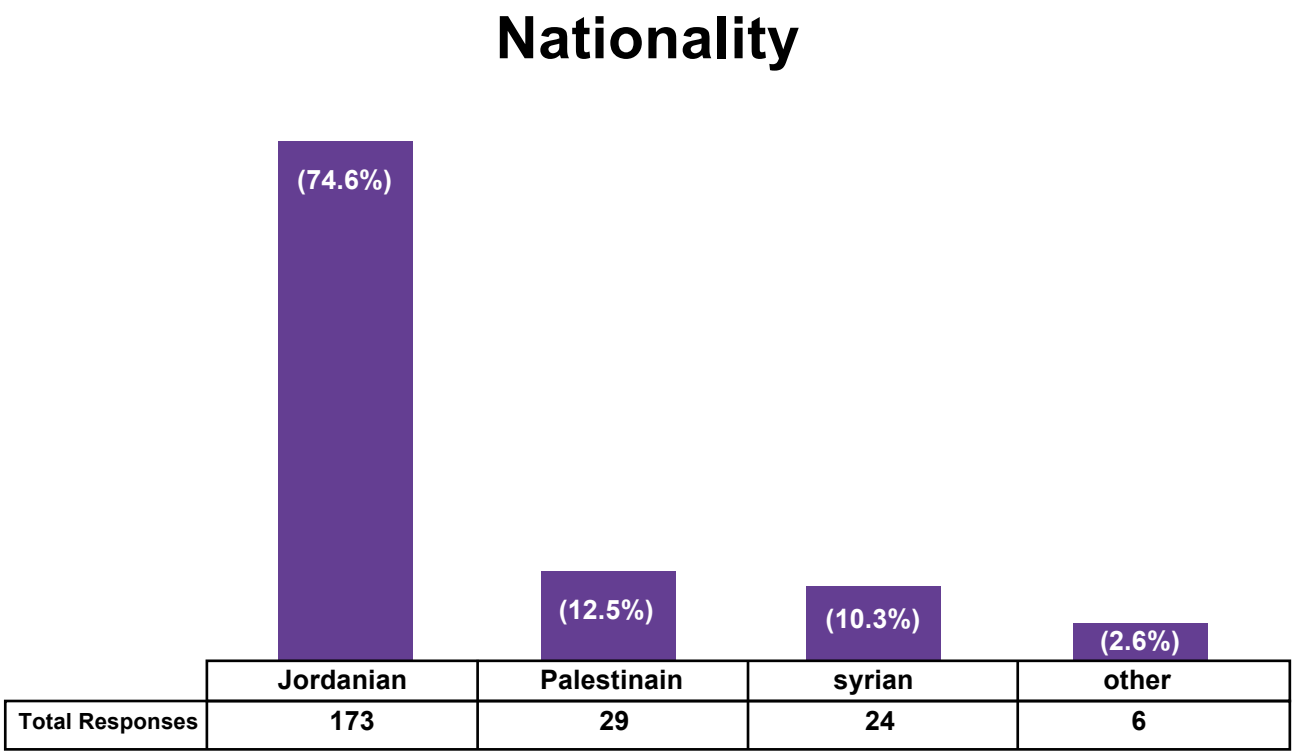
5.1.1 Demographic analysis

5.1.1.1 Age distribution of respondents

Age group	Number of respondents	Approximate percentage
17-20	46	13.2%
21-30	61	17.5%
31-40	51	14.6%
41-50	53	15.2%
51 and above	24	6.9%
Total	**235**	**100%**

The majority of respondents fall within the 21-50 age range, which typically includes individuals in education, employment, or active public life. The least presented group is those aged 51 and above, accounting for less that 7% of the sample. This may suggest lower public transport usage or lower survey participation among older individuals. The 17-20 age group represents a significant portion (13.2%), possibly reflecting the experience of young women and men in school or early university/working life.

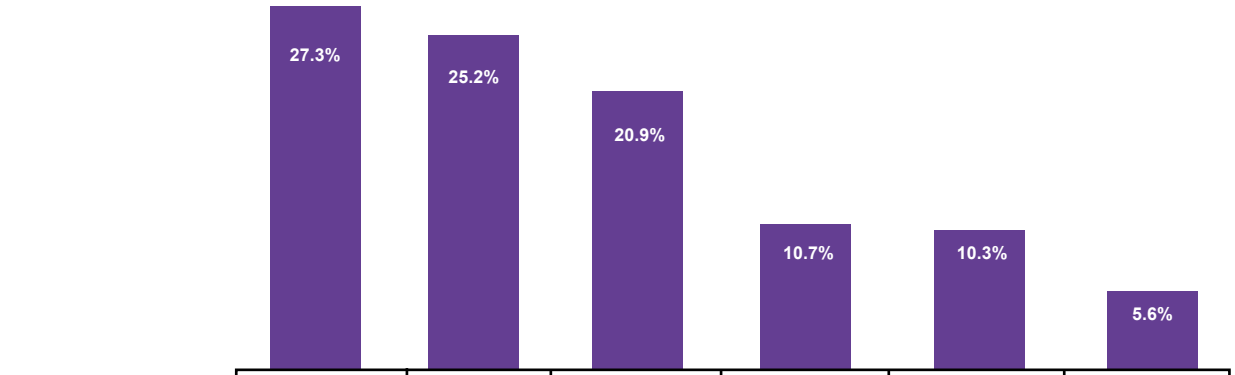
V.1.1.2 Nationality of respondents



	Jordanian	Palestinain	syrian	other
Total Responses	173	29	24	6

According the above chart, Jordanains make up the vast majority of the sample (nearly 75%), which refelcts the local population and likely users of public transportion in Amman. Pleastinains and Syrians respondents togather represent 23%, indicating the relevance of this study to refugee and host communities. The “Other” category (2.6%) many include respondents of other nationalities residing in Amman such as Egyptians, Iraqis, Yemenes, etc.

V.1.1.3 Emplyment status of respondents

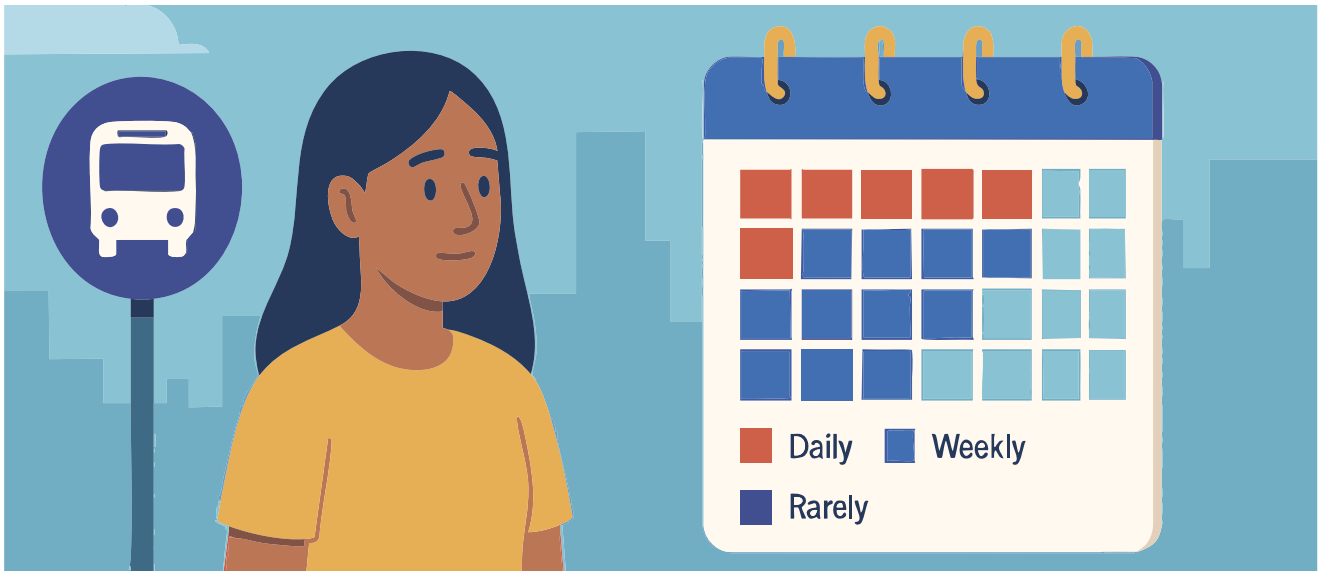


	Unemployed	Student	Full-time employee	Worker (non-office)	Part-time employee	Other
Total Responses	64	59	49	25	24	13

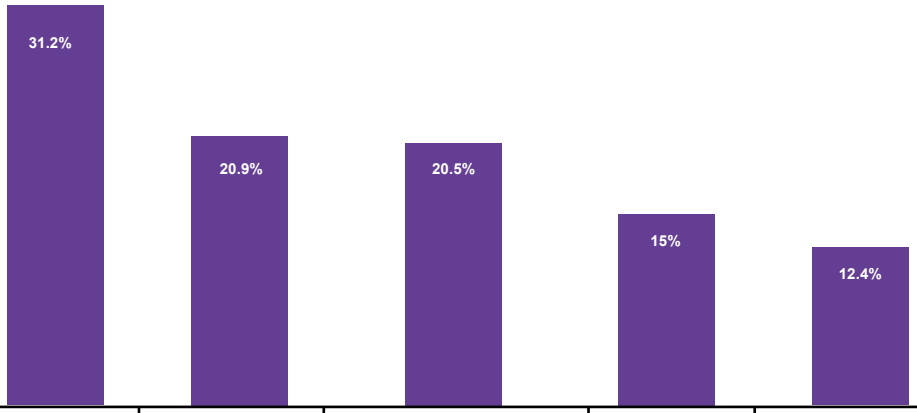
The largest group of respondents is unemployed women (27.3%), which highlights potential links between limited mobility, safety concern, and economic exclusion. A significant portion (25.2%) are students, indicating that young women using public transportation for education are also key stakeholders in this issue. Full-time employee (20.9%) and part-time employees (10.3%) together represent more than a quarter of respondents, showing that many women rely on public transportation for commuting to work. Non-office workers such as domestic or informal workers make up 10.7%, a category that may face additional vulnerability in transit. The “Other” category (5.6%) could include informal caregivers, freelancers, or those who did not fit neatly into predefined categories.

V.1.2 Experience with public transportation

V.1.2.1 Frequency of public transportation use in Amman



Frequency of Public Transportation Use in Amman:



	Daily	3-5 times per week	Occasionally (less than once/week)	1-2 times per week	Rarely/Never
Total Responses	73	49	48	35	29

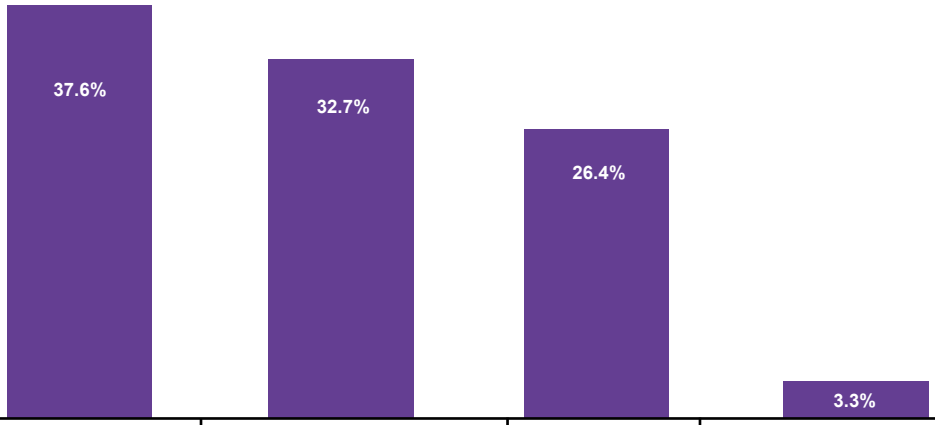
More than half (52%) of respondents reported using public transportation regularly, either daily or 3-5 time per week, highlighting a significant dependency on the system for work, education, or daily activities. About 36% of respondents use public transportation irregularly (1-2 times per week or less than once peer week), which may reflect personal access to alternative transport or sensitivity to safety concerns. Only 12.4% reported rarely or never using public transportation, possibly indicating reliance on private vehicles or ride-haling services.

These figures confirm that a large proportion of women in Amman depend on public transportation, making it a critical space for studying and addressing GBV. Regular users are more likely to encounter repeated exposure to harassment or safety risks, and therefore represent a key audience for awareness campaigns, protecting mechanisms, and transport policy reforms.

V.1.2.2 Most frequently used modes of public transportation



Most Frequent Used Modes of Public Transportation:



	Buses (Amman Bus/BRT)	Taxis (Yellow taxis)	Coaster/Van	Other (ride-hailing apps, private vans)
Total Responses	124	108	87	11

As the chart shows, buses (Amman Bus and BRT) are the most commonly used form of public transportation, cited 37.6% of responses, showing growing reliance on structured bus systems. Taxis are also widely used (32.7%), especially among those seeking flexible or direct routes. Coaster vans, often operating semi-formally or on fixed routes, remain significant in usage (26.4%), particularly for areas not well covered by formal bus networks. A small proportion of respondents (3.3%) select “Other”, which may include ride-hailing services like Careem/Uber, private minibuses, or informal transport modes.

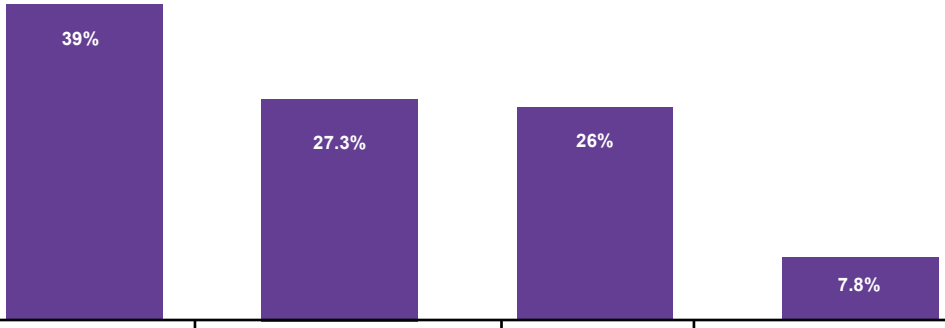
The data shows that women use a mix of formal and informal transport options, which implies varying levels of safety, regulations, and oversight. Awareness campaigns and safety measures should be tailored to reach users across all systems, especially coasters and taxis, where regulations and monitoring are often weaker.

V.1.3 Harassment and violence in public transportation

V.1.3.1 Experience of harassment or violence in public transportation



Experience of Harassment or Violence in Public Transportation:



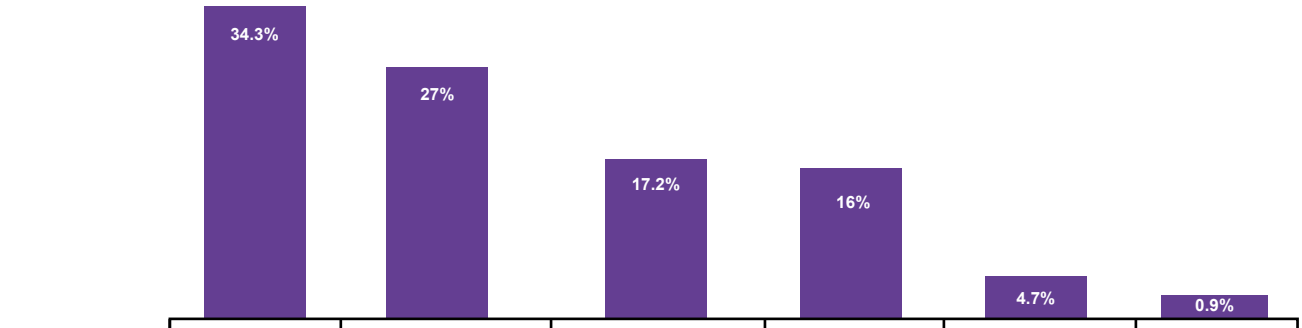
	Yes, rarely	Yes, occasionally	No, never	Yes, frequently
Total Responses	90	63	60	18

Based on this chart, nearly three-quarters (74%) of respondents reported experiencing some form of harassment or violence while using public transportation in Amman. Of these, 7.8% reported being harassed frequently, while 27.3% said it happens occasionally, and 39 % said it happens rarely. Only 26% of respondents stated they have never experienced harassment, underscoring the pervasiveness of GBV in public transit systems.
\
These findings highlight that harassment in public transport is a normalized and widespread issue among women in Amman. The high percentage of women reporting even rare or occasional harassment indicates that public transportation is not perceived as a consistently safe space. This validates the need for prevention measures such as campaigns and monitoring, response mechanisms such as safe reporting channels, and structural change to create a safer commuting environment for women.

7.1.3.2 Types of harassment or violence experienced



Types of Harassment or Violence Experienced:



	Staring or Leering	Verbal harassment	Physical harassment	No Harassment Experienced	Non-consensual Photos/Videos	Other
Total Responses	118	93	59	55	16	3

Note: This is a multiple-response question; therefore, the total number of responses exceeds the number of respondents.

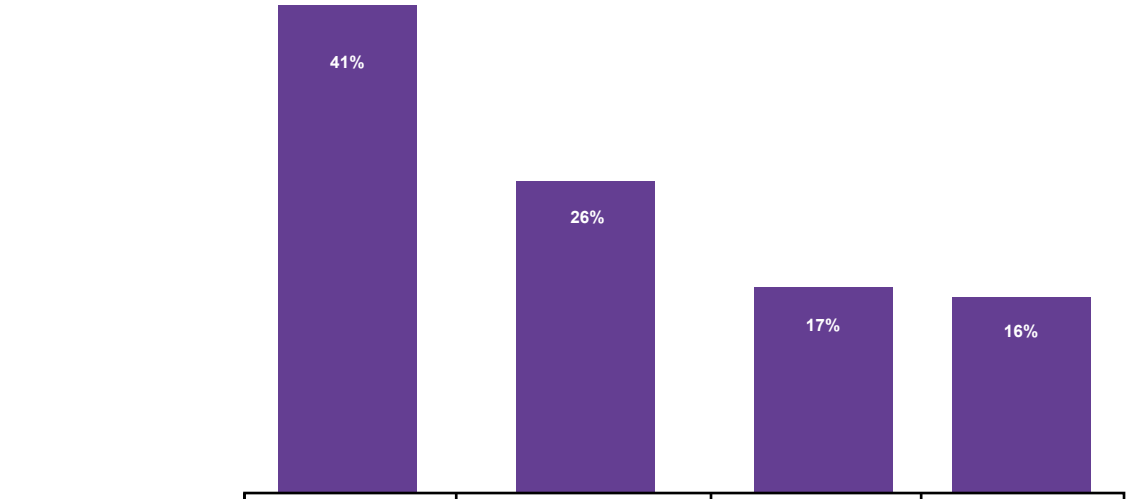
The most commonly reported form of harassment was inappropriate staring (34.3%), followed by verbal harassment (25%), which may reflect how normalized and underreported these behaviors are. Physical harassment was reported by (17.2%), a significant figure considering the trauma and fear it may induce, especially in crowded or confined spaces. Non-consensual photography or filming, although less frequent (4.7%), represents a serious violation of privacy and often goes unpunished due to weak monitoring systems. (16%) of the responses indicate those who did not experience harassment, which corresponds roughly with the 26% of women who reported "no harassment ever"in the earlier question—some may not have selected this question at all if they hadn’t experienced harassment.

These results confirm that women using public transportation in Amman face multiple, layered forms of harassment, often simultaneously. The prevalence of non-physical forms (staring, verbal harassment) shows how everyday harassment is both widespread and often goes unnoticed or unchallenged. There is a need for public awareness campaigns to challenge normalizing attitudes, and stronger accountability and reporting mechanisms.

V.1.3.3 Locations where harassment most often occurs



Locations of Harassment:



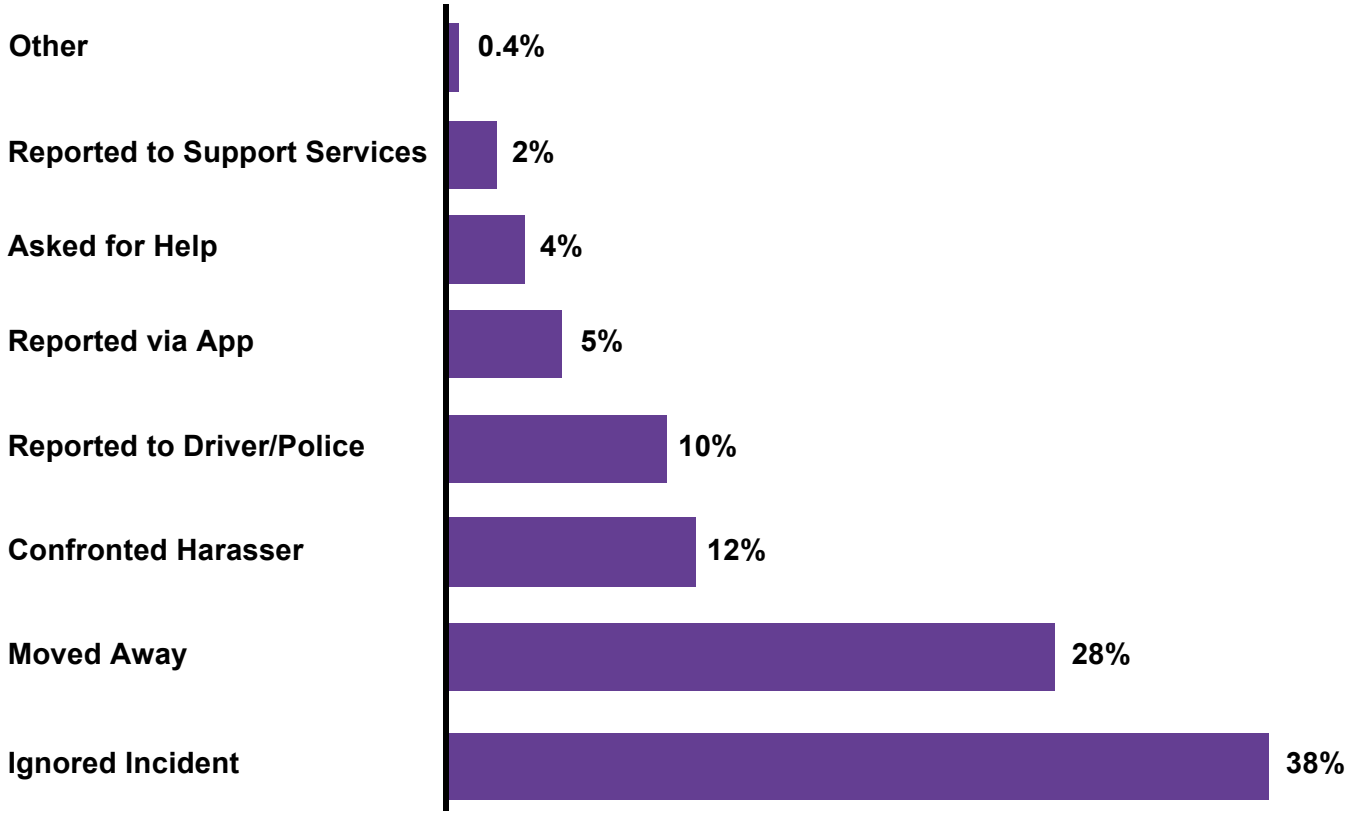
	On buses	At bus stations	In taxis	Other places
Total Responses	92	59	39	37

Buses are the most frequently reported site for harassment, with 41% of selections, possibly due to crowding, lack of monitoring, or longer ride times. Bus stations account for 26%, suggesting that waiting areas—especially when poorly lit or insufficiently monitored—can be high-risk spaces. Taxis represent 17%, which is significant given their private and enclosed nature, which may make passengers, particularly women, feel more vulnerable. The “Other” category (16%) may include coasters/vans, sidewalks, pedestrian bridges, or other transit-related areas.

These findings show that harassment can occur at all stages of the transportation journey—from waiting, to boarding, to riding. There is a clear need for improved surveillance (such as cameras and staff presence) on buses and at stations, as well as training for drivers and staff, particularly in buses and taxis.

V.1.3.4 Typical responses to harassment in public transportation

Responses to Harassment Incidents in Public Transportation:



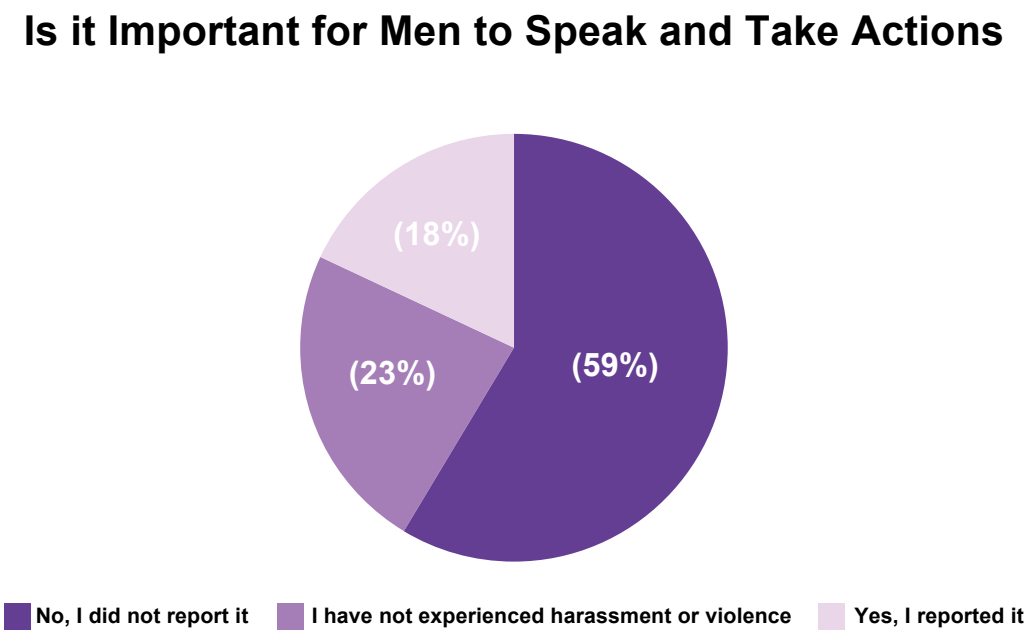
	Ignored Incident	Moved Away	Confronted Harasser	Reported to Driver/Police	Reported via App	Asked for Help	Reported to Support Services	Other
Total Responses	87	64	26	23	12	8	5	1

The most common response is to ignore the harassment and do nothing (38%), which reflects a continued normalization of such behavior, as well as fear, uncertainty, or lack of trust in available reporting systems. Moving away from the harasser (28%) is also a frequent reaction, indicating that avoidance is often used as a coping strategy rather than seeking support.

Only 12% of respondents confront the harasser directly, while 10% report the incident to drivers or the police. Reporting through public safety or transportation apps (5%) remains limited, suggesting that these tools may be underutilized or not widely trusted. Similarly, asking other passengers for help (4%) is relatively uncommon.

Formal reporting mechanisms—such as psychological or legal support services (2%)—are used very rarely, pointing to gaps in awareness, accessibility, or confidence in these systems. The “Other” category recorded 0.4%, indicating that respondents generally rely on a limited set of coping or reporting behaviors.

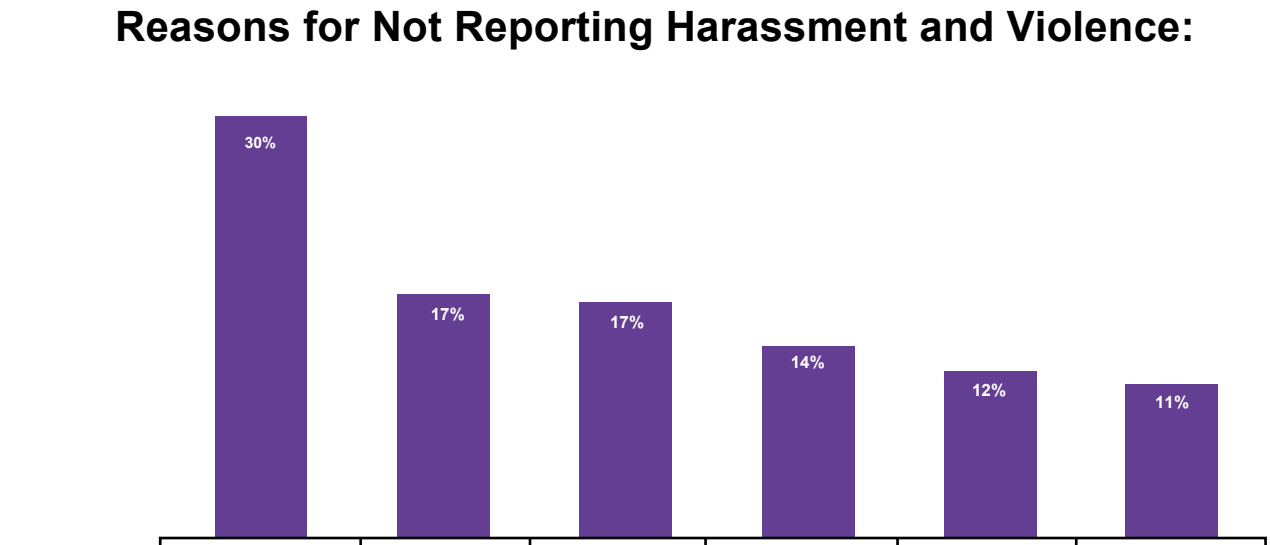
V.1.3.5 Reporting of harassment or violence



Only 18 % of respondents who experienced harassment or violence reported it to a driver, authority, or support organizations. A majority (59%) chose not to report, which reflects low confidence in existing reporting systems or fear of not being taken seriously. 23% stated they had never experienced harassment or violence, aligning with earlier responses.



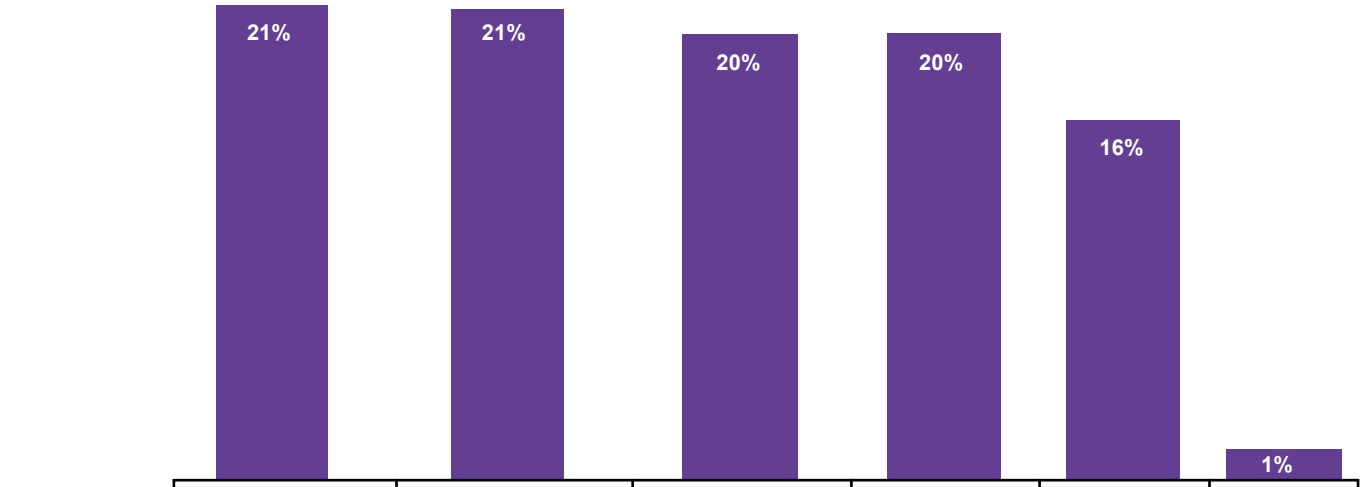
V.1.3.6 Reasons for not reporting harassment and violence



The most cited reason for not reporting violence was “it wasn’t serious enough to report” (30%). Indicating how normalized and minimized harassment has become in public spaces. A significant portion (17%) didn’t know how or where to report, revealing a lack of awareness and accessibility in reporting mechanisms. Mistrust in system is also high, with 17% believe that reporting would not make a difference and 14% having previously reported with no positive outcome. Cultural and social factors play a role as well as 12% cited fear of societal norms/traditions and 11% feared retaliation or consequences.

v.1.3.7 Perceived reasons for harassment in public transport

Reasons for Harassment in Public Transport:



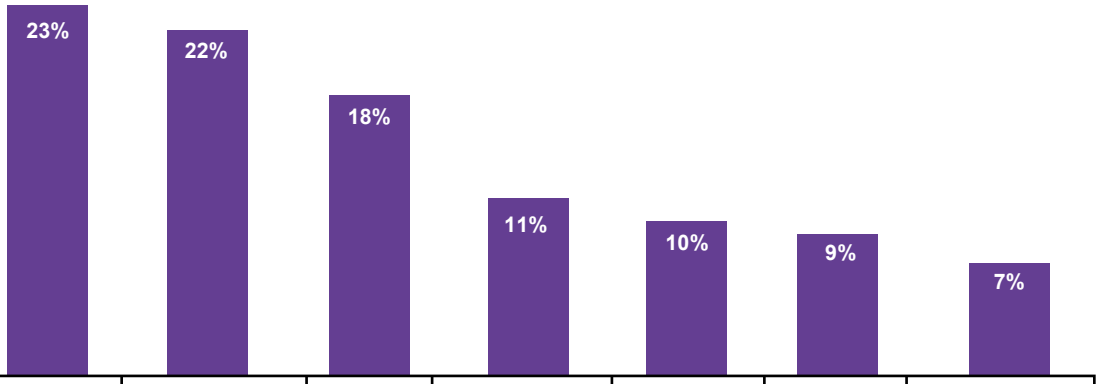
	Lack of respect for women in society	Overcrowded and unsafe public transport	Weak law enforcement	Lack of awareness or education	Cultural and social norms	Other
Total Responses	99	98	93	93	75	6

The most cited reasons were lack of respect for women (21%) and overcrowded, unsafe transport systems (21%), both pointing to deep-rooted structural and societal issues. Weak enforcement of laws and lack of awareness/education were selected by (20%), indicating that respondents see both legal and cultural failures as drivers of harassment. Cultural and social norms (16%) were also viewed as an important contributing factor, reflecting how gender inequality and normalization of harassment play a major role. Only (1%) selected "Other",suggesting that most respondents found their concerns reflected in the listed options.

These findings reinforce that tacking harassment in public transportation requires multi-level approach that include stronger enforcement and legal accountability, challenging patriarchal norms and behaviors, and organizing public campaigns and early interventions in schools.

v.1.3.8 Perceived responsibility for preventing harassment in public

Responsibility for Preventing Harassment in Public Transport:

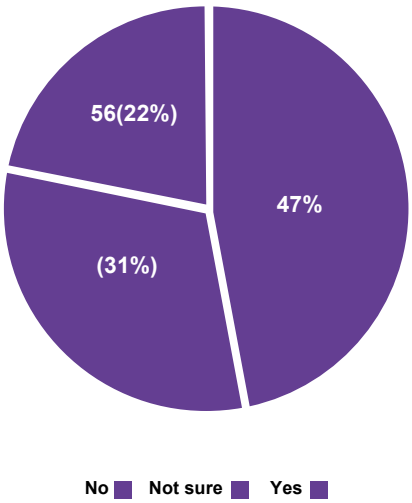


	Government (laws, policies, enforcement)	Society as a whole	LTRC	Public transport operators	Women themselves	GAM	Other passengers
Total Responses	140	131	106	67	58	54	42

The majority of women respondents placed the primary responsibility on the government (23%), emphasizing the role of laws, enforcement, and official action. A significant share (22%) believe society as a whole must take part, indicating the need for collective responsibility and cultural change. LTRC was identified by (18%), showing that many respondents expect direct action from transportation regulators. Drivers and GAM were also seen as important actors, but to a lesser extent. Some respondents (10%) placed responsibility on women themselves, which may reflect societal beliefs around women's behavior, which is an indicator of internalized gender norms that should be addressed through awareness and education.



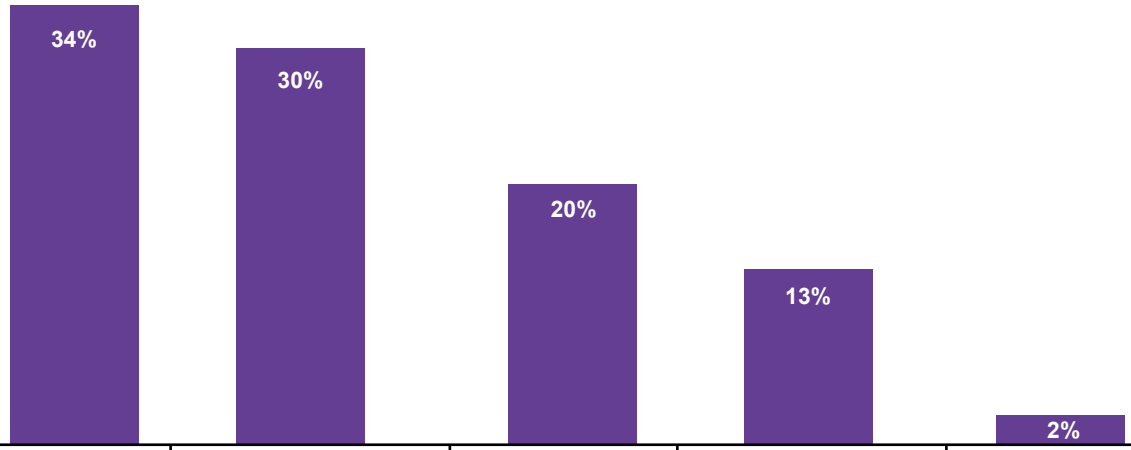
v.1.3.9 Efforts to prevent harassment in public transport



Nearly half (47%) of women respondents believe that not enough is being done to prevent harassment and violence in public transportation. (31%) of respondents are uncertain, which may reflect a lack of visible actions or communications from authorities and institutions. (22%) of respondents believe that efforts to prevent harassment are sufficient, showing that confidence in current confidence in current measures is low.

V.1.3.10 Perceived measures to improve safety in public transportation

Responsibility for Preventing Harassment in Public Transport:



	Stricter laws and penalties	Greater police/ security presence in public transportation	Public awareness campaigns	Better training for drivers and transport operators	Others
Total Responses	79	71	47	31	5

Stricter laws and penalties (34%) were the most commonly selected solution, indicating that many respondents see the problem as rooted in impunity and weak legal deterrents. Increased security or police presence (30%) was also highly supported, reflecting the public's desire for visible safety enforcement in transit spaces. Public awareness campaigns (20%) show recognition that changing social attitudes and behaviors is also a vital part of prevention. A smaller portion (13%) believes improved training for drivers and operators would contribute to safety, still important for bystander intervention and professional conduct. Only (2%) selected "Other," suggesting the listed options covered most public concerns.

V.1.4 Main findings

- Over 50% of women surveyed used public transport regularly, and buses including Amman Bus, BRT, coasters and taxis are most frequently used modes. This high dependence makes public transport a critical space for both opportunity and risk for women and girls.

- 73.6% of women surveyed in this study reported experiencing harassment. The most frequent forms included inappropriate staring (34.3%), verbal harassment (27%), and physical harassment (17.2%). Harassment occurs most often on buses, at bus stations, and in taxis.

- According to women surveyed in this study, only 18.2% of women who face harassment report it. The top reasons for not reporting include, belief that it wouldn't make a difference (16.7%), not knowing how or where to report (17.2%), and seeing the incident as not serious enough (29.9%). 33.3% of women choose to ignore harassment, and very few seek help or report formally.

- According to women surveyed in this study, key causes of harassment include lack of respect for women (21.3%), unsafe, overcrowded transportation (21.1%), and weak law enforcement and lack of awareness (each 20%). The survey showed that main actors seen as responsible for addressing the issue are: government (23.4%), society as a whole (21.9%), and LTRC and GAM follow at lower levels.

- The study shows that 46.8% of women surveyed believe not enough is being done to prevent harassment. Most requested solutions include stricter laws and penalties (33.9%), greater security presence (30.5%), awareness campaigns (20.2%), and better driver training (13.3%).

5.1.5 Key recommendations

Review and enforce anti-harassment laws specific to public transport.
Develop clear procedures for reporting and responding to GBV in transit, including through mobile apps and hotlines.
Improve public awareness about how and where to report.
Deploy visual materials in buses and stations informing passengers about rights and complaint channels.
nstall or expand CCTV monitoring, especially on buses and in stations.
Increase police or security patrols on high-risk routes and during peak hours.
Train drivers and operators on handling complaints sensitively, recognizing signs of harassment, and by-stander intervention and referral pathways
Partner with women-led CBOs and CSOs to raise awareness, deliver training, and monitor incidents.
Develop school and university-based campaigns to address normalization of GBV among youth.
Include women's safety and mobility needs in public transport design.
Ensure coasters and informal transport modes are better regulated and monitored.
Establish a centralized, gender-sensitive data collection system to track incidents, responses, and public feedback.

Use regular surveys and feedback loops to evaluate the effectiveness of interventions.

5.1.2.2 Most frequently used modes of public transportation

5.2.1 Demographic analysis

5.2.1.1 Age distribution of respondents

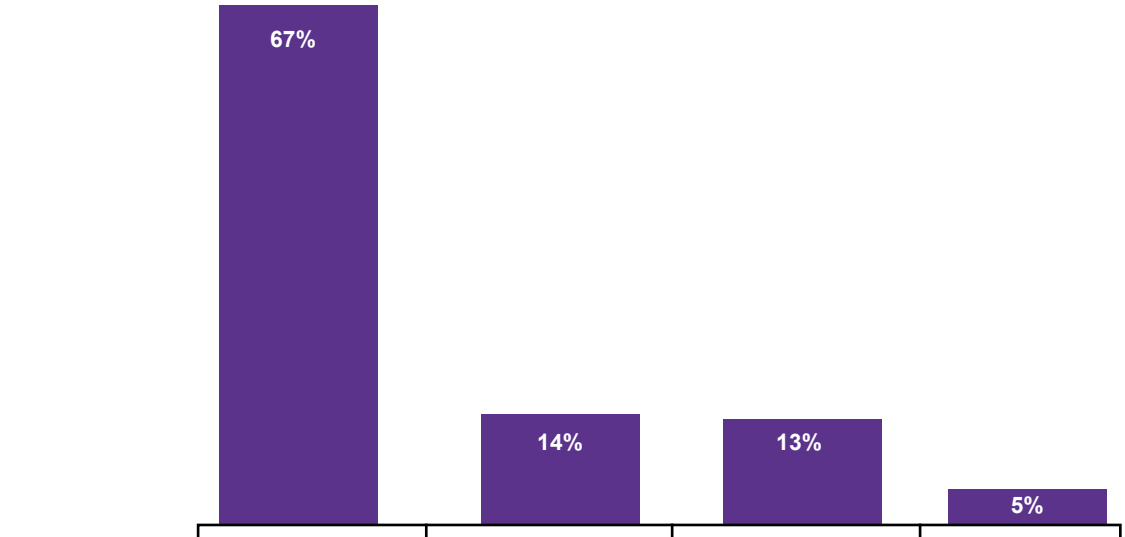
Age group	Number of Respondents	Percentage
17-20	30	28.6%
21-30	30	28.6%
31-40	13	12.4%
41-50	22	21.0%
51 and above	10	9.5%
Total	105	100%

The majority of male respondents ***(57.2%)*** fall within the youth and young adult age groups (17–30), making them a critical group for targeted awareness and behavioral change interventions. Middle-aged adults (41–50) account for ***21%***, while older adults (51+) are a smaller segment ***(9.5%)***. These demographics can influence perceptions of GBV, reporting behaviors, and attitudes towards women's safety in public transportation.

v.2.1.2 Nationality of respondents



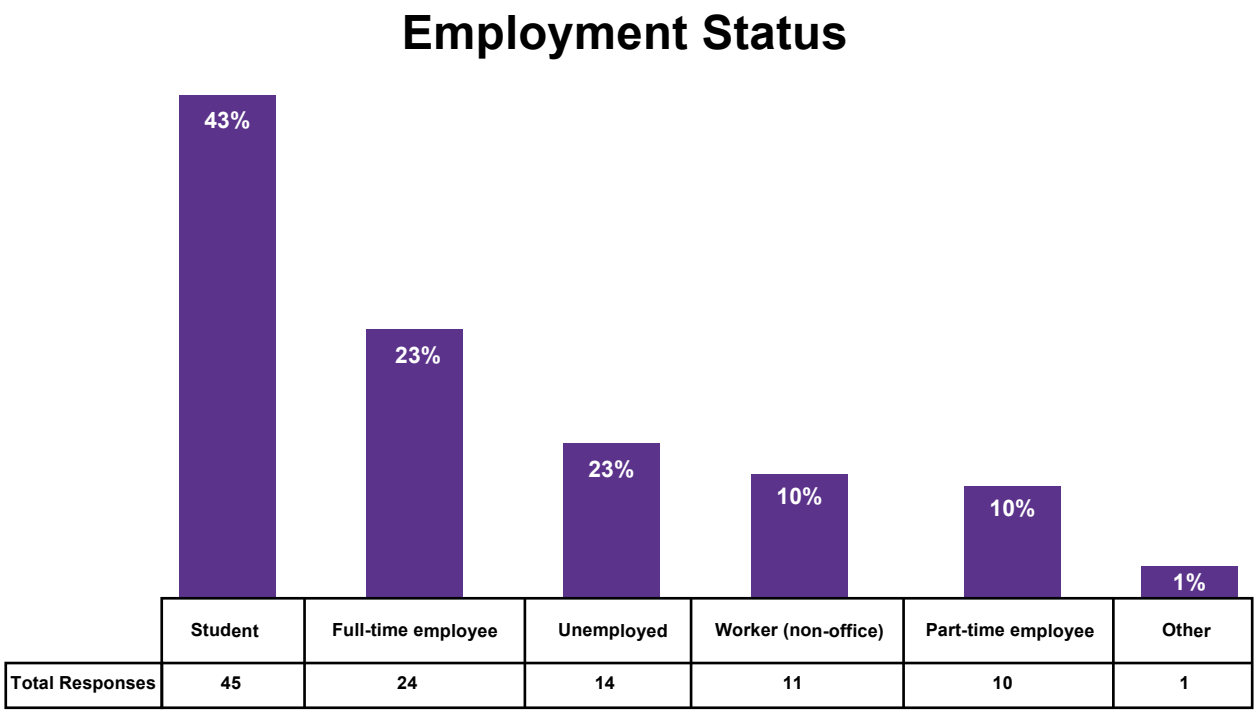
Nationality



	Jordanian	Syrian	Palestinian	Other
Total Responses	70	15	14	5

Two-thirds of male respondents are Jordanian nationals (67%). Refugee and non-Jordanian residents make up significant majority (about 29%), including Palestinian (13%), Syrians (14%), and other nationalities (5%). This diversity reflects Amman's mixed urban population and suggests the need for inclusive awareness safety in public transportation that consider linguistic, cultural and legal context.

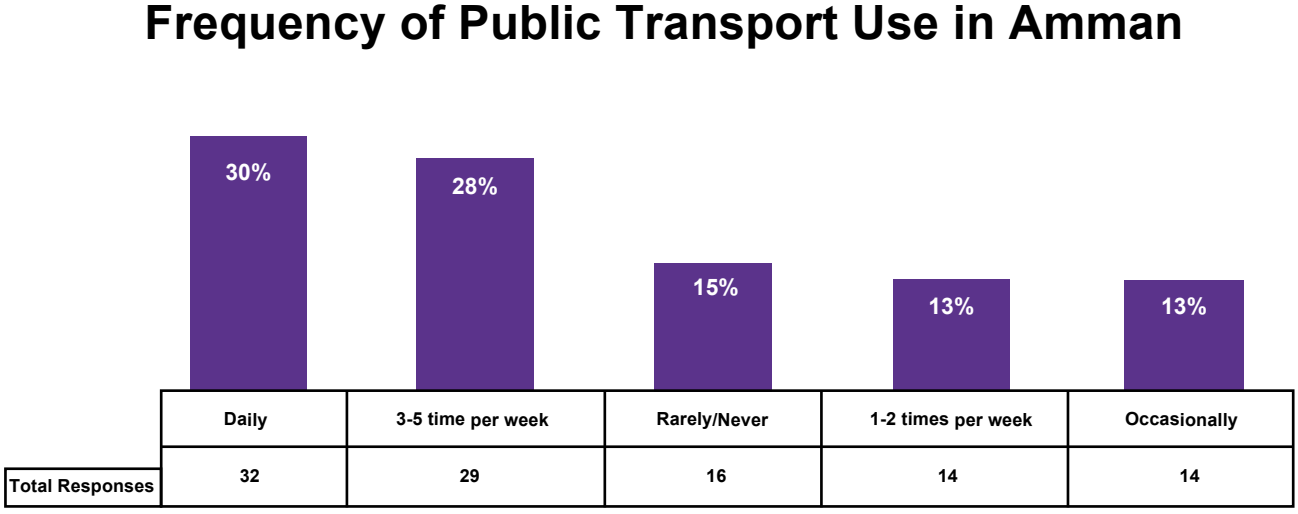
v.2.1.3 Emplyment status of respondents



Students make up the largest share (43%), indicating that a large proportion of male public transport users are in education and may use buses/coasters daily for commuting to schools and universities. About one-third (33%) are employed (full-time or part-time)), suggesting a significant commuter segment. Unemployed among respondents is (13%), which may also influence the frequency of public transportation use due to cost considerations.

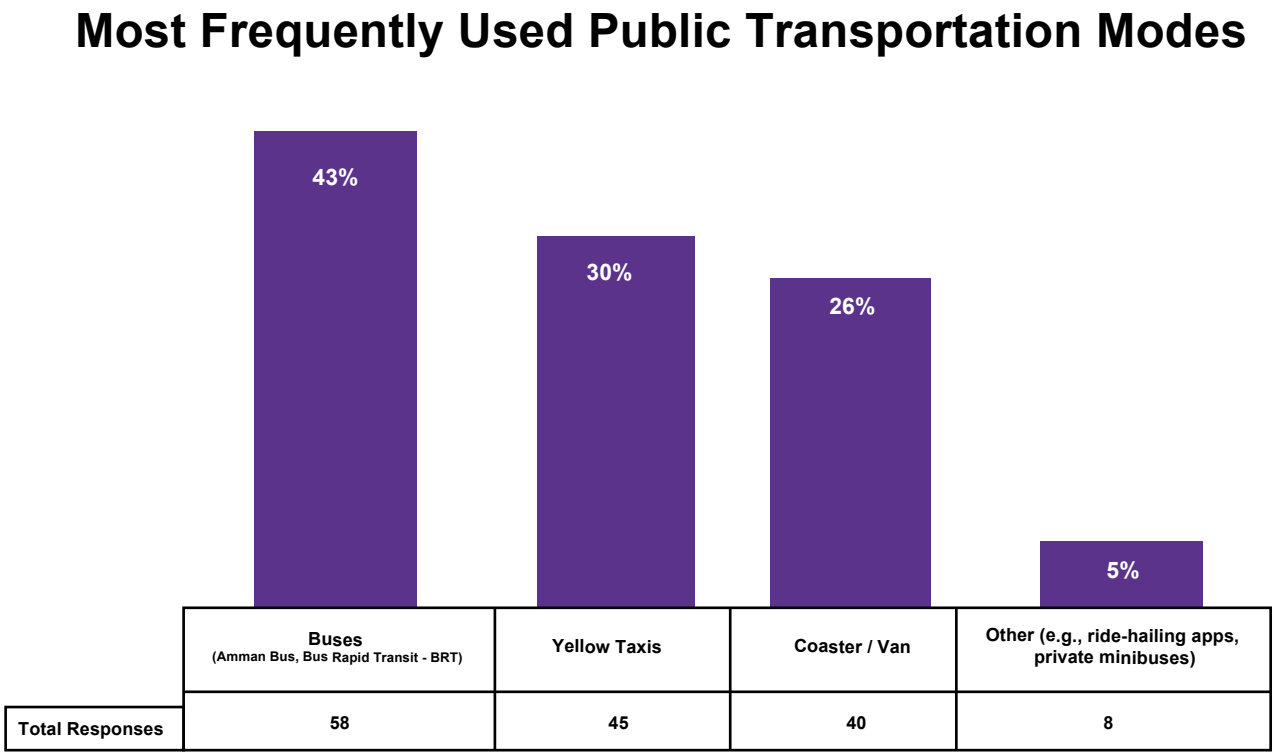
V.2.2 Experience with public transportation

V.2.2.1 Frequency of public transportation use in Amman



More than half (58%) of male respondents use public transportation regularly (daily or 3–5 times per week), reflecting a strong dependency for work, school, or daily activities. Occasional users (less than twice a week) account for (26%), possibly relying on alternative modes such as private cars or ride-hailing apps. A minority (15%) rarely or never use public transport, indicating either economic ability to use private transport or limited need.

v.2.2.2 Most frequently used public transportation modes

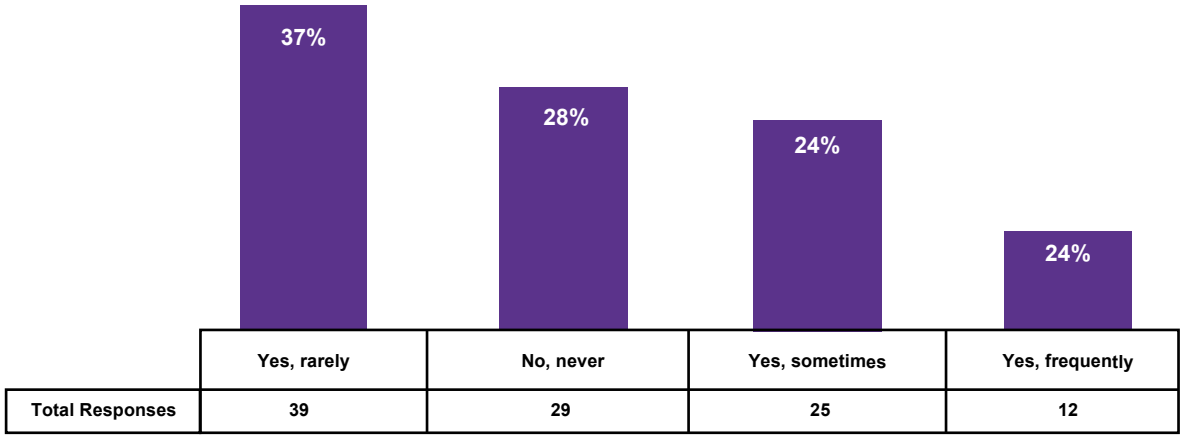


Buses are the most common choice for men (38%), suggesting strong reliance on structured public transit routes. Taxis (30%) are also widely used, likely for convenience or direct travel, despite being more expensive than buses. Coasters/vans (26%) remain important, especially for areas not covered by formal bus routes. A small share (5%) relies on other transport such as Careem/Uber, private shuttles, or informal vehicles.



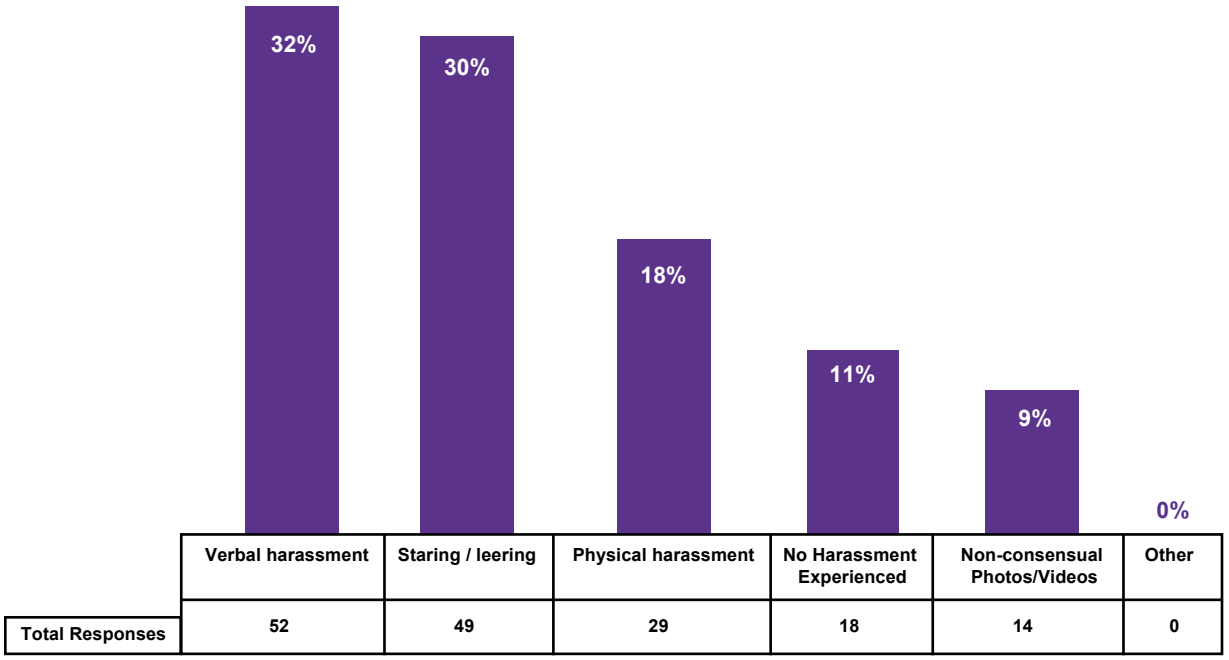
5.2.3. Harassment and violence in public transportation

5.2.3.1 Witnessing harassment or violence in public transportation



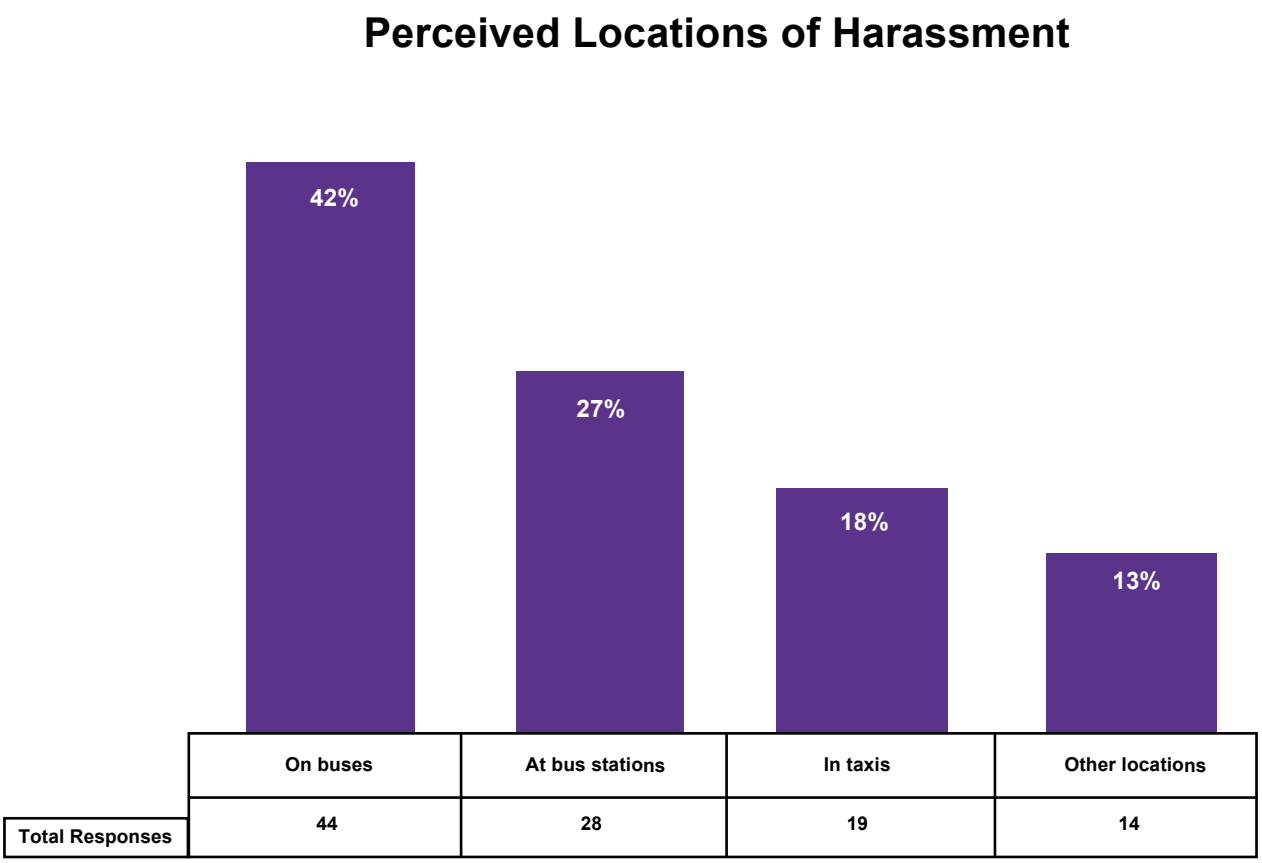
Nearly three-quarters (72%) of male respondents have witnessed some form of harassment or violence against women in public transport, with most incidents happening rarely (37%) or sometimes (24%). Frequent witnessing (11%) suggests that some individuals are regularly exposed to unsafe commuting environments for women. Only (28%) reported never witnessing such incidents, highlighting that GBV in public transportation is visible and prevalent. These findings underscore the potential for male bystander engagement programs in preventing harassment and encouraging reporting.

5.2.3.2 Perceived most common forms of harassment



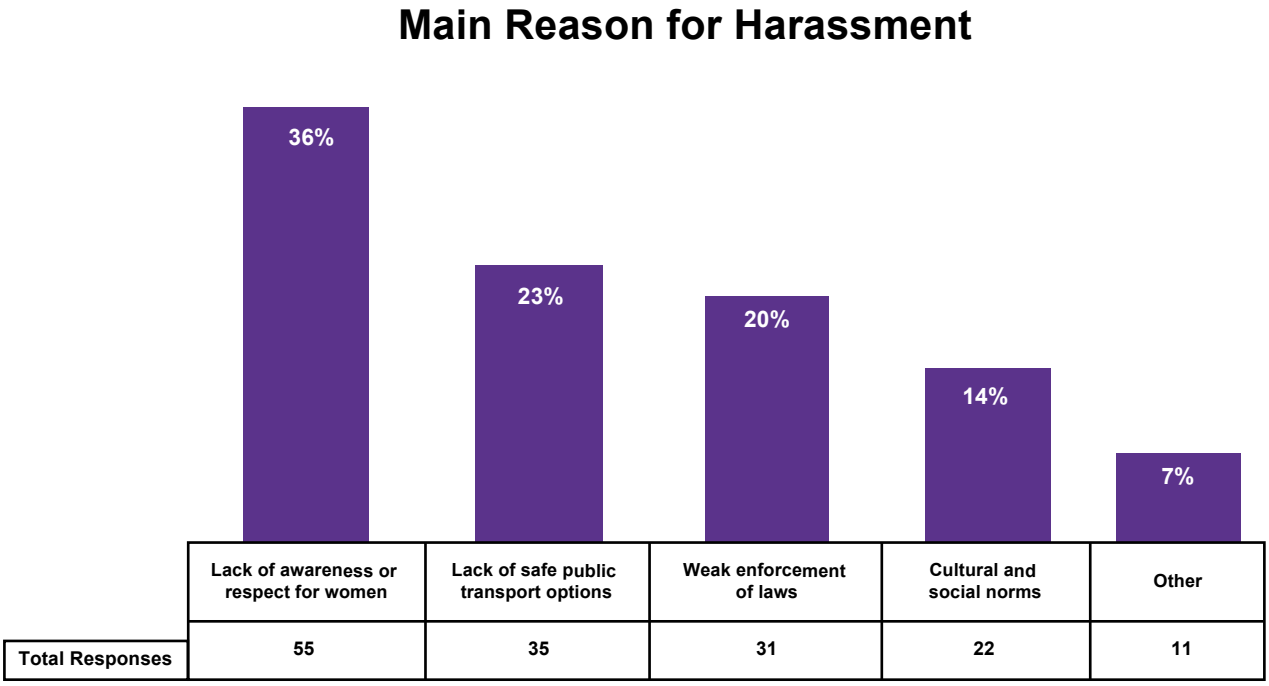
Verbal harassment (32%) and inappropriate staring (30%) are seen by men as the most common forms of harassment in public transportation, aligning with global patterns where non-physical forms dominate. Physical harassment is also a significant concern (18%), indicating that direct contact incidents remain prevalent. Non-consensual photography/video is less frequently reported (9%), but it still poses a serious privacy violation and often goes unnoticed by authorities. Around (11%) of male respondents reported not witnessing or experiencing harassment, meaning that the vast majority have some awareness of the problem. These perceptions broadly mirror women's reported experiences, suggesting shared recognition of the issue but also the persistence of normalization, especially for non-physical harassment.

5.2.3.3 Perceived locations of harassment



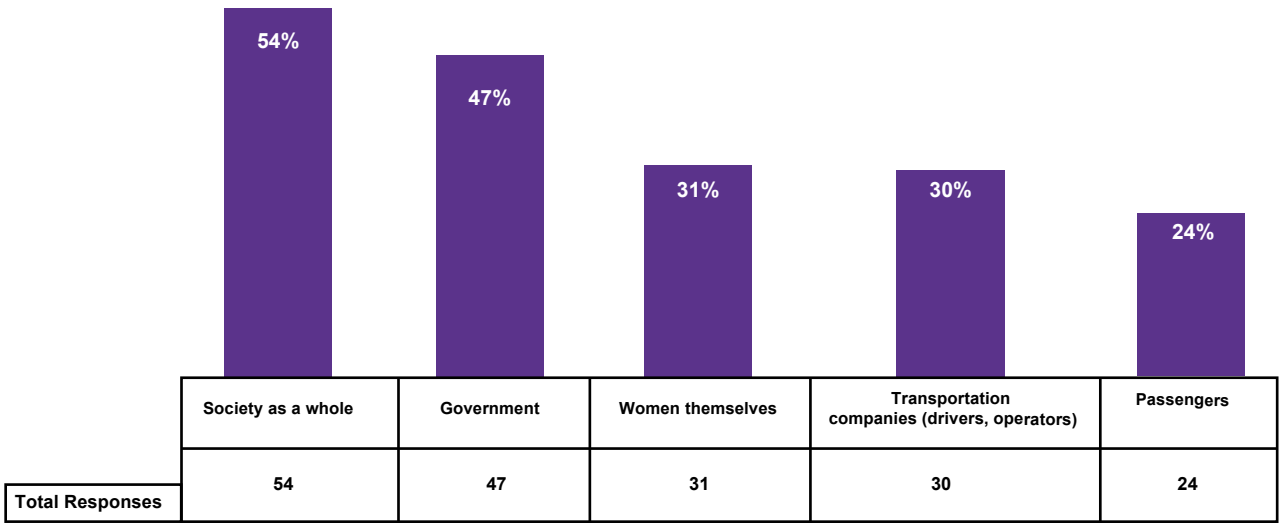
Men respondents believe that buses are the location most frequently cited by male respondents (41%) as sites of harassment, likely due to crowding, long ride times, and limited monitoring. Bus stations are the second most common (27%), suggesting that waiting areas, especially those with poor lighting or no security presence, are perceived as unsafe. Taxis (18%) are also a concern, possibly because of their private, enclosed setting, which can create vulnerability for women. The "Other" category (13%) may include coaster vans, pedestrian bridges, ride-hailing cars, or streets near public transport hubs.

5.2.3.4 Perceived main reason for harassment



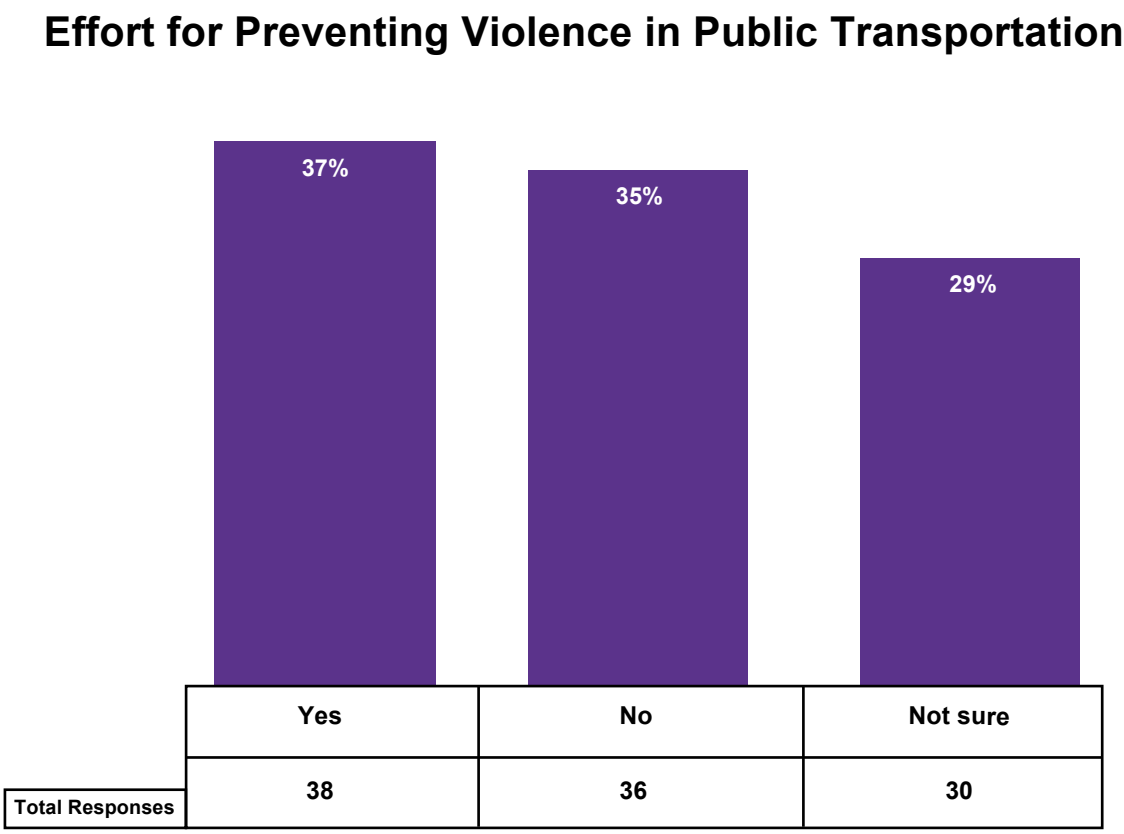
Lack of awareness or respect for women is the most cited reason (36%), indicating that many men see harassment as rooted in societal attitudes and gender inequality. Lack of safe public transport options (23%) and weak law enforcement (20%) highlight that structural gaps in safety and accountability are perceived as major contributors. Cultural and social norms (14%) are also recognized, showing that traditional attitudes and behaviors toward women still normalize harassment in public spaces. Other reasons (7%) might include economic pressures, crowded vehicles, or the absence of trained staff on public transport.

5.2.3.5 Responsibility for preventing harassment in public transportation



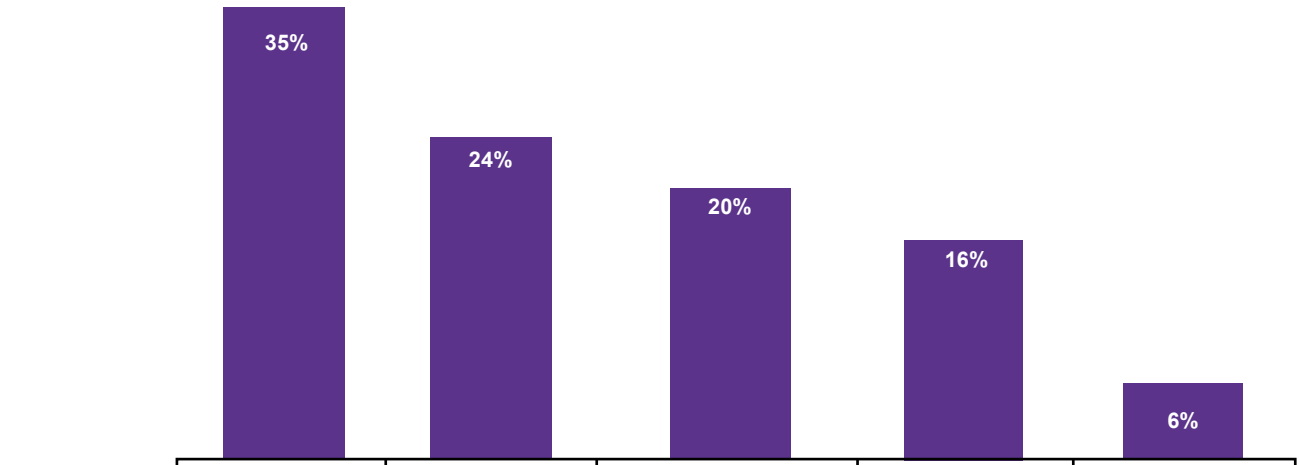
The majority of men respondents (54%) see harassment prevention as a collective responsibility of society. Nearly half (47%) of the participants believe the government holds a key role through legislation, policies, and law enforcement. Around one-third (31%) of respondents see women as partly responsible, possibly reflecting the perception that women's behavior or vigilance can contribute to safety. 30% see that transportation companies are responsible for harassment in public transportation, and a bout a quarter (24%) of respondents believe that passengers themselves bear some responsibility, likely as active bystanders who can intervene or report harassment.

5.2.3.6 Efforts made to prevent harassment in public transportation



A little over one-third (37%) of respondents believe that current efforts to prevent harassment and violence on public transport are adequate. Almost an equal proportion (35%) disagree, indicating a significant perception that more needs to be done. Nearly one-third (29%) of respondents are uncertain, which could reflect a lack of information or visibility regarding prevention efforts.

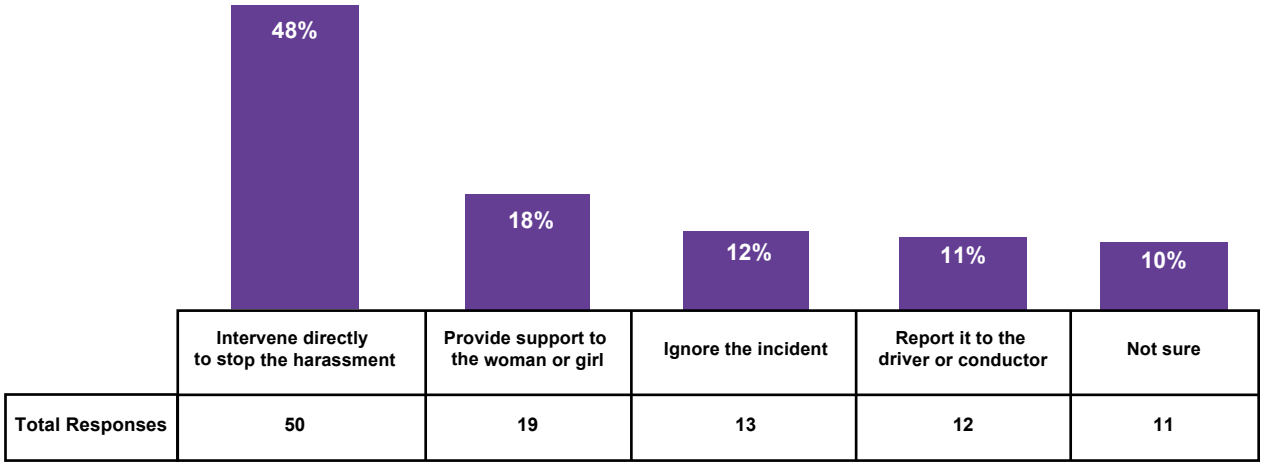
5.2.3.7 Solution to reduce harassment in public transportation



The largest group (35%) believes that stronger legal frameworks and harsher punishments are the most effective way to reduce harassment. Surveillance is seen as a key measure to prevent and document harassment incidents. Cameras can provide evidence and discourage offenders due to fear of being recorded. A significant number of respondents (20%) emphasize visible security forces as a deterrent and a means for quick intervention. Raising awareness remains important, though fewer respondents prioritize this compared to enforcement and security measures. Surprisingly, training the frontline staff is seen as less effective by most respondents, though it still plays a supportive role.

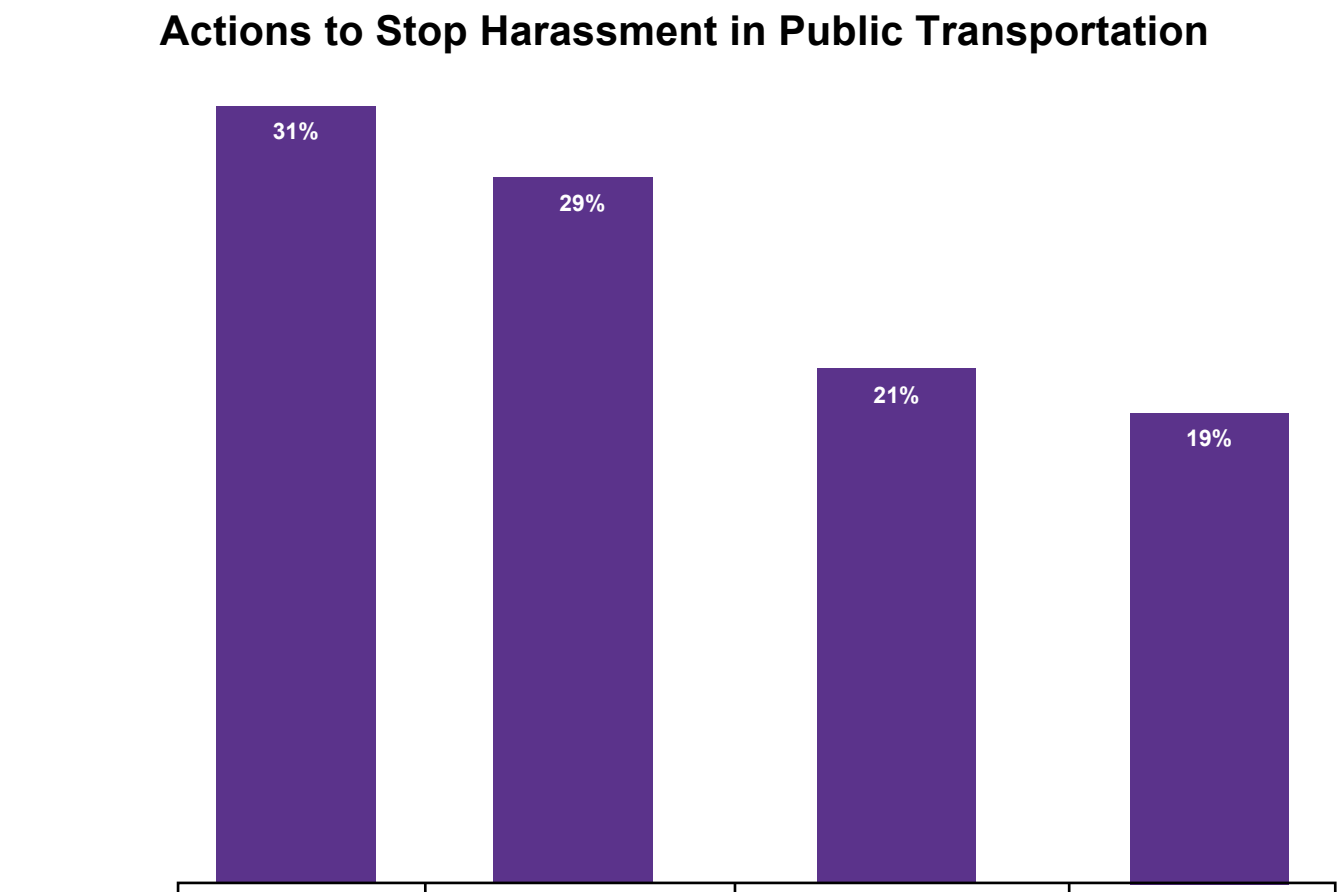
5.2.4. Personal Role and Attitudes

5.2.4.1 Direct response to incidents of harassment in public transport



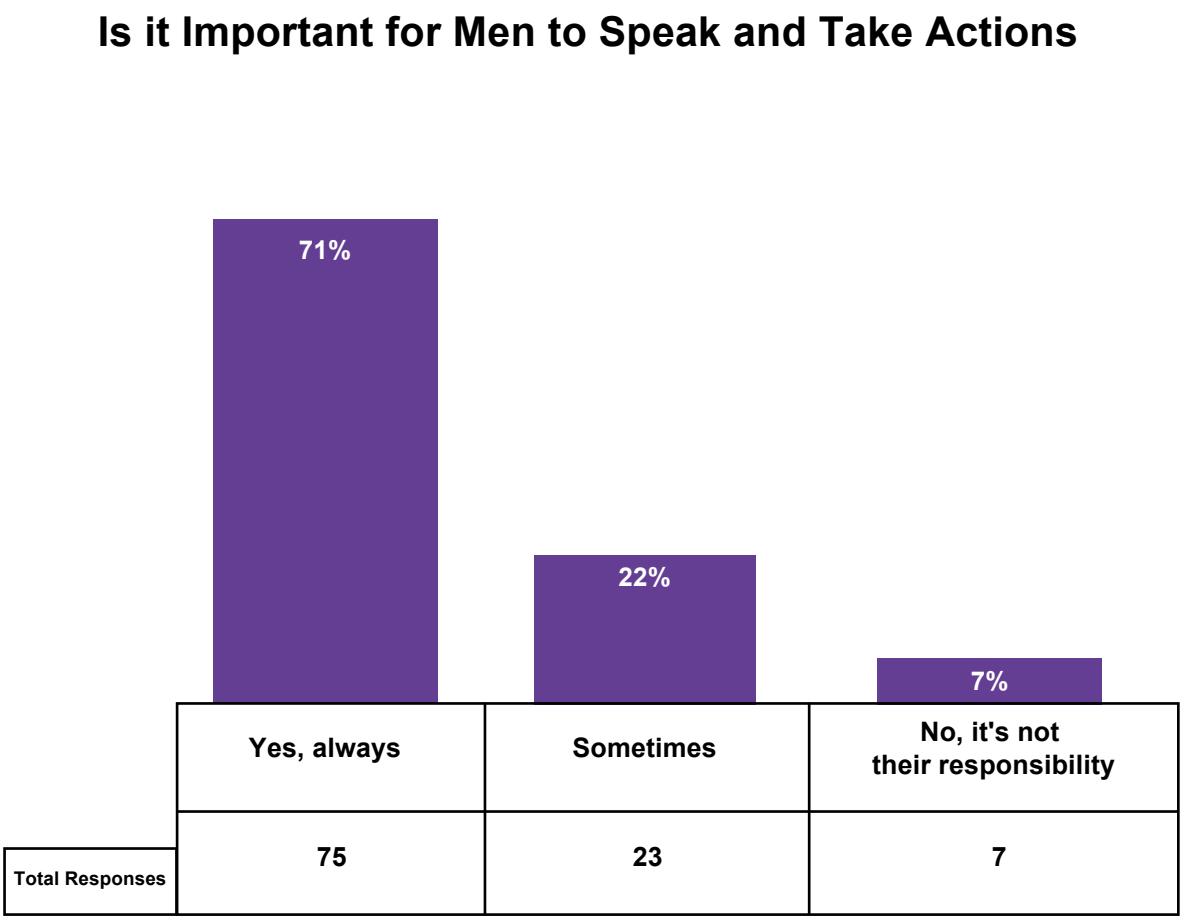
Nearly half of the male respondents (48%) say they would actively intervene, which is a positive sign of willingness to take personal responsibility and act as bystanders. This indicates a potential for community-based prevention if people feel empowered and safe to intervene. Providing emotional or practical support after the incident is also a common response (18%), reflecting empathy and solidarity with victims. A smaller group (11%) prefers to escalate the issue to transport staff, suggesting some trust in their authority to manage harassment. A minority (12%) would ignore the harassment, which could be due to fear, uncertainty, or social norms discouraging intervention. (10%) of respondents said they are not sure, which shows some hesitancy or lack of confidence on how to respond effectively.

5.2.4.2 Taking actions to stop harassment in public transportation



About (21%) of male respondents have taken direct action to stop harassment, which indicates a moderate level of personal engagement and willingness to intervene. Around (19%) have chosen to report harassment rather than intervene directly, showing some trust in official or authority channels. (31%) did not act despite witnessing harassment. This could be due to fear, uncertainty, lack of confidence, or social/cultural barriers to intervention. Nearly one-third (29%) say they have never seen harassment occur, which might indicate limited exposure or underreporting of incidents.

5.2.4.3 Is it important for men to speak up and take action when they witness harassment against women on public transportation



A strong majority (71%) of men respondents believe men should consistently speak up and take action, reflecting an encouraging attitude toward male allyship and shared responsibility in preventing harassment. Nearly a quarter (22%) of men see men's involvement as conditional, possibly depending on context, safety, or personal willingness. A small minority (7%) believe men should not intervene, highlighting some lingering social or cultural barriers to male participation in combating harassment.

5.2.5 Main Findings

- Transport use: buses (38%), taxis (30%), and coaster vans (26%) are the most used transport modes by men.

-Harassment visibility: 72% witnessed harassment/violence against women; 11% frequently see it; only 28% never witnessed it.

- Common harassment types & locations: Verbal harassment (32%) and inappropriate staring (30%) are most common. Buses (42%) and bus stations (27%) are main hotspots.

- Causes of harassment: lack of respect for women (36%), unsafe transport options (23%), weak law enforcement (20%), and cultural norms (14%).

- Responsibility perceptions: society (54%) and government (47%) seen as main responsible actors; women (31%), transport companies (30%), and passengers (24%) also share responsibility.

- Effectiveness of current efforts: mixed views: 37% say efforts are sufficient, 35% say no, 29% uncertain.

- Preferred solutions: stricter laws (35%), cameras on buses (24%), increased police presence (20%). Awareness campaigns (17%) and driver training (6%) less prioritized.

- Bystander attitudes and actions: 50% willing to intervene; 22% have done so; 33% took no action despite witnessing harassment. 75% believe men should always act against harassment.

5.2.6 Main Recommendations

-Enforce stricter laws and penalties on harassment in public transport.

-Install CCTV cameras and increase police/security presence in buses and stations.

- Train and empower bystanders, especially men, to safely intervene.

- Run awareness campaigns to challenge harmful gender norms and promote respect.

- Provide harassment prevention training for transport staff; establish clear reporting systems.

- Improve communication and visibility of prevention and reporting efforts.

- Address barriers that prevent bystander intervention, including fear and social stigma.

5.2.7 Comparison of Main findings: Women vs. Men on Harassment in Public Transport

5.2.7.1 Mian findings

Aspect	Women's Survey Findings	Men's Survey Findings
Public transport usage	Over 50% regularly usebuses, BRT, coasters,taxis; high dependence on public transport.	Buses (38%), taxis (30%), and coaster vans (26%) most commonly used.
Experience / witnessing harassment	74% reported experiencing harassment; common forms: staring (34.3%), verbal (27%), and physical (17.2%).	72% witnessed harassment; verbal (32%) and staring (30%) most common; physical harassment (18%) also significant.
Reporting rate	Only 18% of women who experience harassment report it; many do not report due to belief it will not help (14%), not knowing how (17%), or seeing it as not serious (30%).	About 21% have intervened, 19% reported incidents; 31% took no action despite witnessing harassment.
Locations of harassment	Mostly buses, bus stations, and taxis	Mostly buses, bus stations, and taxis
Causes of harassment	Lack of respect (21%), unsafe/overcrowded transport (21%), weak enforcement and awareness (20% each).	Lack of respect (36%), unsafe transport (23%), weak enforcement (20%), cultural norms (14%).
Who is responsible?	Government (23%),society (22%), LTRC and GAM lower	Society (54%), government (47%), women (31%), transport companies (30%),passengers (24%).
Perception of current Efforts	47% believe not enough is being done to prevent harassment.	Mixed views: 37% say efforts sufficient, 35% insufficient, 29% unsure
Preferred solutions	Stricter laws (34%), more security presence (30 %), awareness campaigns (20%), driver training (13%).	Stricter laws (35%), cameras on buses (24%), police presence(20%), awareness campaigns (16%), driver training (6%)
Bystander attitudes	Not measured in women survey.	48% would intervene, 18% support victims, 75% say men should always act.

5.2.7.2 Key recommendations Explain how you reach to this recommendation,

Women's Recommendations	Men's Recommendations
-Enforce and review anti-harassment laws specific to public transport. -Develop clear reporting procedures, including apps and hotlines. -Deploy visible materials informing rights and complaint channels. -Install/expand CCTV in buses and stations. -Increase police/security patrols on high-risk routes/peak times. -Train drivers/operators on handling complaints and bystander roles. -Partner with women-led CSOs for awareness, training, and monitoring. -Conduct school/university campaigns to address GBV normalization. -Include women's safety/mobility needs in transport design. -Regulate and monitor informal transport modes (coasters). -Establish gender-sensitive incident data collection and feedback loops	-Enforce stricter laws and penalties related to harassment. -Install CCTV cameras and increase police presence in buses and stations. -Train and empower bystanders, especially men, to intervene safely. -Run awareness campaigns challenging harmful gender norms and promoting respect. -Train transport staff on harassment prevention and victim support. -Improve communication and visibility of prevention and reporting efforts. -Address barriers to intervention such as fear and social stigma

VI. Annexes

Annex 1: KIIs Guides for Stakeholders

GAM/AUO/AVT

1	How does the Greater Amman Municipality (GAM) view its general mandate in regulating public transportation within the city? Which municipal units are directly responsible for licensing, supervising operators, and ensuring passenger safety?
2	What are the main laws, regulations, or municipal bylaws governing public transportation in Amman? Are there any recent amendments or policies that specifically address passenger safety protocols, especially for women and girls?
3	Do these regulations include explicit requirements aimed at preventing harassment or violence against women? For example, are drivers or operators legally required to attend gender-sensitivity training, or must vehicles meet specific safety standards (CCTV cameras, emergency buttons, signage, separate seating)?
4	Can you explain the process for a bus or van company to obtain (and renew) a public transport license? During licensing, do you verify that the company has taken steps to prevent harassment—such as driver training, passenger complaint procedures, or appointing a 'female safety officer'?
5	If a woman or girl submits a complaint—whether via the municipal hotline, an online portal, or directly to an inspector—what is the workflow? Who records the complaint, who investigates it, and how is feedback provided to the complainant?
6	How does GAM coordinate with the Public Security Directorate when an incident is reported? Is there a formal memorandum of understanding or a joint task force dedicated to responding to reported incidents of violence against women and girls in the transport sector?
7	Does GAM collect and maintain any data on incidents of harassment or violence against women in public transportation? If so, what data points are collected (e.g., type of incident, location, time, operator name) and who reviews them?
8	How does GAM use incident data to guide policy changes? For example, if certain stations or routes become 'hotspots' for harassment, what actions can GAM take—closing unsafe routes,increasing patrols, or imposing specific conditions on operators?
9	Does the municipality have training programs for drivers or operators related to addressing violence and harassment in public transportation within Greater Amman? If so, what are these programs?
10	Does GAM run or support awareness campaigns targeting passengers—especially women and girls—to inform them of their rights, encourage reporting, or highlight safe travel practices?
11	From your perspective, what gaps exist in the current regulatory framework regarding the prevention of violence against women in public transportation? For example, are certain vehicles or types of services exempt from oversight, or are penalties insufficient to deter violations?
12	Where do coordination problems arise between agencies—particularly between GAM, the Public Security Directorate, the Ministry of Transport, and other relevant authorities? Are reporting lines clear, or do jurisdictional overlaps cause delays?
13	What policy or regulatory changes would you recommend to reduce violence and harassment against women? Options could include stricter licensing requirements, tougher penalties, or enacting a dedicated bylaw for women's safety in transportation.

WB

1	Can you briefly describe the mission of the World Bank and its areas of focus in Jordan, especially regarding urban mobility and gender equality?
2	Can you describe any specific projects or initiatives that the World Bank has supported or implemented in Jordan to address the safety of women and girls in public transportation?
3	What are the main challenges or obstacles the World Bank has faced in preventing or responding to violence against women and girls in public transportation in Jordan?
4	Are there gaps in data or evidence that hinder the design or evaluation of interventions related to women's safety in public spaces?
5	What opportunities do you see for improving the safety of women in public transportation in Amman?
6	Does the World Bank plan any upcoming initiatives in Jordan that would support safe mobility for women and girls?

LTRC

1	How does the Land Transport Regulatory Commission's (LTRC) mandate generally differ from other authorities (such as the Greater Amman Municipality and the Public Security Directorate) regarding public transportation in Amman? Specifically, what tasks fall directly under the LTRC's authority, such as driver licensing, driver conduct standards, or vehicle inspections?
2	What specific regulations or codes of conduct has the LTRC issued that directly address driver behavior, especially regarding the prevention or response to violence and harassment against women in public transportation?
3	How do LTRC regulations align with broader national traffic laws or municipal regulations (e.g., GAM's public transport bylaws)? Are there any contradictions or overlaps, particularly regarding safety provisions?
4	What penalties or sanctions are imposed on drivers who violate these conduct rules—especially in cases of harassment or endangering female passengers? For example, are there fines, license suspensions, or mandatory retraining?
5	Which driver conduct guidelines are strictly mandatory (i.e., non- compliance results in immediate disciplinary action) versus recommended best practices? How does the LTRC communicate this distinction to operators and individual drivers?
6	Does the LTRC mandate a specific training program—perhaps in partnership with GAM or an NGO—focused on gender sensitivity, de-escalation techniques, and responding to harassment complaints? If so, how often must drivers renew this training certification?

LTRC

7	Does the LTRC use technology—such as GPS tracking, tablets, or vehicle cameras—to monitor driver behavior in real time? How is this data used to detect and correct harassment or non- compliance?
8	How can passengers submit complaints about harassment? Does the LTRC have a dedicated hotline, SMS line, or online portal where they can report driver misconduct directly?
9	Once a complaint is received, what steps does the LTRC take to investigate? For example, how is evidence collected (e.g., CCTV footage, witness statements), and what is the typical timeline from receipt to resolution?
10	Are there regular refresher workshops or training sessions for inspectors, trainers, and licensing officers to ensure their knowledge is up to date, especially regarding gender awareness, trauma- informed interviews, or legal updates?
11	Does the LTRC maintain a separate database of harassment incidents distinct from records held by the Public Security or Traffic Departments? If so, what data points are collected (e.g., date, time, route, driver identity, complaint summary) and who analyzes this data?
12	What key performance indicators (KPIs) or standards does the LTRC use to evaluate drivers' compliance with anti-harassment rules? For example, do you track the percentage of drivers passing each inspection cycle or the average number of complaints per 1,000 passenger trips?
13	How does the LTRC coordinate with GAM and the Public Security Directorate when an incident is severe enough to require joint intervention? Are there formal MOUs, joint task forces, or shared databases?
14	What role do drivers' unions, associations, or cooperatives (e.g., bus unions or truck cooperatives) play in promoting LTRC anti- harassment policies? For example, do you collaborate on workshops, distribute 'best practice' manuals, or require union leaders to sign conduct pledges on behalf of members?
15	Do you collaborate with women's rights organizations or other NGOs in designing driver training programs or victim support services? If so, can you provide examples of how these partnerships work in practice?
16	Beyond formal complaints, does the LTRC solicit passenger feedback—through surveys, focus groups, or community forums—about driver behavior? If yes, how is this feedback integrated into policy updates or training programs?
17	From the LTRC's perspective, where are the main gaps in the current driver conduct regulations related to women's safety? For example, are some vehicle categories (e.g., informal trucks) not fully covered, or is there ambiguity in enforcement language?
18	What operational challenges does the LTRC face in enforcing driver regulations—especially regarding harassment? These could include inspector shortages, limited access to remote routes, corruption risks, or driver resistance.
19	In your opinion, what legal or regulatory changes would effectively reduce violence and harassment against women in public transportation in Amman? For example, stricter driver licensing standards, clearer fine schedules, or mandatory incorporation of passenger feedback?
20	Would it be possible to obtain copies of relevant LTRC documents—such as the full driver code of conduct, training manuals, or recent compliance reports—after this interview?

JNCW

1	How does the broader mandate of the Jordanian National Commission for Women (JNCW) intersect with the safety of women and girls in public transportation? Could you clarify the Commission's core functions (e.g., policy advocacy, awareness-raising, legal aid, and capacity building) as they relate to preventing violence against women and girls in Amman?
2	Has the JNCW been involved in drafting or amending any national or municipal policies, regulations, or guidelines that address women's safety in public transportation? If so, could you explain the process and the outcomes?
3	Does the JNCW advocate for legal reforms—whether at the national level (e.g., amendments to the Penal Code or the Cybercrime Law) or at the municipal level (e.g., GAM public transport bylaws)—that strengthen penalties for harassment in public transportation? Could you share examples of recent campaigns or legislative drafts?
4	Which ministries or government bodies (e.g., Ministry of Transport, Greater Amman Municipality, Public Security Directorate, Land Transport Regulatory Commission) does the JNCW collaborate with most on issues of violence against women and girls in public transportation? How formal are these relationships (e.g., MOUs, steering committees, working groups)?
5	What pilot programs or projects has the JNCW launched (or supported) to make public transportation safer for women and girls in Amman?
6	Does the JNCW develop or participate in facilitating any training curricula for drivers, inspectors, or transportation sector stakeholders on preventing harassment?
7	What topics do these training sessions cover (e.g., identifying harassment, bystander intervention, reporting procedures, trauma- informed response)?
8	What public awareness campaigns has the JNCW launched to inform women (and the broader community) of their rights in public transportation?
9	Does the JNCW provide legal aid, psychological and social counseling, or referral services to women who have experienced harassment in public transportation?
10	Is the JNCW part of any official working groups or task forces dedicated to women's safety in public transportation? Who are the permanent members, how often do you meet, and what have been the outcomes (e.g., joint protocols, memoranda)?
11	Beyond government bodies, which local NGOs, community-based organizations, or academic institutions does the JNCW collaborate with to design and implement programs to prevent violence against women in public transportation? How do these partnerships work (e.g., joint grant applications, co-delivered trainings, research collaborations)?
12	Does the JNCW work with private sector actors or international donors (e.g., UN Women, World Bank, European Union) to fund or co-implement initiatives to prevent violence against women and girls? Can you provide examples of joint programs or pilot grants?
13	How does the JNCW solicit direct feedback from women and girls who use public transportation (e.g., focus groups, participatory mapping, suggestion boxes at bus stations)? How are these insights integrated into program design or advocacy efforts?
14	What monitoring and evaluation frameworks does the JNCW use to measure the impact of its programs related to violence against women and girls in public transportation?

JNCW

15	Are there gaps in current national laws or municipal regulations that hinder the JNCW's ability to push for a zero-tolerance approach to harassment in public transportation? For example, does the Penal Code define 'harassment' or 'public indecency' broadly enough to cover common forms of violence against women and girls in buses or vans?

DFJP/PSD

1	Can you describe the general mandate of the PSD regarding public safety in Amman's public transportation network?
2	What current protocols or standard operating procedures does the PSD follow when a case of harassment or violence against a female passenger is reported on a bus or at a station?
3	How are patrols or checkpoints organized to cover major transportation corridors? Are there dedicated units (or officers) assigned to monitor the safety of women on buses or at major stations?
4	How does the PSD coordinate with public transport operators (such as bus companies, the LTRC, GAM, and ride-hailing platforms) to prevent or respond to violence against women and girls?
5	What channels are available for women to report incidents of harassment or violence occurring during transportation? For example, is there a dedicated complaints platform, can they call a specific hotline, report directly to the driver, or file a report later at a police station? The aim: to identify all reporting methods (phone, in- person, SMS/WhatsApp, social media) and the barriers women may ace in using them.
6	After a report is filed, what is the average response time and the investigation process? How is the victim informed of follow-up actions?
7	Are there any specialized reporting or follow-up procedures for minors (girls under the age of 18) who experience harassment or violence in public transportation?
8	What training do PSD officers receive—whether in the academy or through ongoing in-service training—on gender-based violence, harassment, and victim sensitivity?
9	What public awareness efforts does the PSD undertake to raise awareness about women's safety in public transportation?
10	Does the Public Transport Services Department work with local community leaders, women's groups, or local NGOs to enhance the safety of women and girls in public transportation? If yes, can you describe the mechanism of these partnerships?
11	Does the PSD collect—and publicly share—data on incidents of harassment or violence against women and girls, especially in public transportation? If yes, what data points are tracked (such as location, time, type of offense)?

DFJP/PSD

12	How does the PSD measure the effectiveness of its interventions related to violence against women and girls in public transportation? Are there specific indicators (such as a decrease in reported incidents, an increase in reporting rates, or faster response times)?
13	From your perspective, what are the biggest challenges or obstacles the PSD faces in preventing harassment and violence against women in public transportation?

Annex 2: List of Stakeholders Interviewed

Annex 2: List of Stakeholders Interviewed

	Name	Entity
1	Eng. Akram Khreisat	GAM/AUO
2	Eng. Rasha Al-Shawarbeh	GAM/AUO
3	Nour Moghrabi	World Bank, Amman Office
4	Dr. Ablaa Weshah	LTRC
5	Colonel Atta Allah Al-Mashaqbeh	DFJP/PSD
6	Eng. Mohammad Allimon	AVT
7	Maali Al-Naimat	JNCW

Annex 3: FGDs Guides

Women-Led CBOs
Title:
Exploring Community Responses to Violence and Harassment Against Women and Girls in Public Transportation in Amman

Objective:
To understand the role of women-led community-based organizations (CBOs) and civil society organizations (CSOs) that provide psychosocial and legal support services to survivors of gender-based violence (GBV) in addressing violence against women and girls (VAWG) in public transportation, through services, awareness-raising activities, and community engagement.

Target Group:
Representatives (e.g., directors, program officers, awareness-raising staff, psychosocial and legal service providers) from women-led community organizations working in gender, safety, and community development.

Number of Participants:
10–12 participants (a mix of senior staff and program staff).

Duration:
1.5 to 2 hours

Discussion Structure

1. Introduction (10 minutes):

- Welcome participants.
- Introduce facilitators and note-takers.
- Explain the purpose of the discussion and how the results will be used.
- Emphasize confidentiality and voluntary participation.
- Obtain verbal consent for participation and for note-taking/recording.
- Quick round of introductions.

2. Warm-up Questions (10 minutes)
- Can you briefly tell us about your organization and your role?
- What are some key issues women and girls in your community face regarding mobility or transportation?

3. Core Thematic Areas (70 minutes)
A. Understanding the Problem
- From your experience, how common is violence or harassment against women and girls in public transportation?
- What forms of harassment or violence are most prevalent?

B. Community Awareness and Engagement
- Has your organization conducted any awareness campaigns on this issue?
- If yes: What types of activities? Who is your target audience? How effective do you think these activities have been?
- What messages or approaches are most effective in changing social norms or raising awareness?
- What challenges do you face when designing or implementing awareness campaigns in this context? (e.g., community acceptance, funding, message delivery)

C. Services and Support
- What types of services does your organization provide to women and girls affected by violence in public transportation? (e.g., legal assistance, psychosocial support, referral services, others)
- Are these services widely known and accessible to those who need them?
- What challenges do you face in providing these services?
- How responsive are affected women and girls to these services? Are there barriers to accessing them?

D. Coordination and Advocacy
- Do you coordinate with transport operators, government agencies, or other organizations on this issue?
- What has worked well in these partnerships, and what needs improvement?
- Have you contributed to any safe transport initiatives or advocacy efforts?
- Have your demands or proposals ever been ignored by official bodies or other partners? What do you think are the reasons?

E. Gaps and Opportunities

- What are the biggest gaps in community response or services for women and girls who experience harassment in transportation?What role should women-led community organizations play in addressing this issue in the coming years?
- What support or resources do you need to strengthen your work in this area?

4. Closing (10 minutes)

- What change would you like to see in Amman's public transportation system to make it safer for women and girls?
- Do you have any final comments or recommendations for this baseline study?

Women-led civil society organizations, national institutions, relevant ministries, and international organizations \

Title:

Mapping and Improving Support Services for Women Survivors of Violence/Harassment in Public Transportation

Participants (8–12 participants):

- Representatives of women-led civil society organizations working to combat violence against women and girls (e.g., legal aid, shelters, hotlines)
- Officials from relevant government ministries (e.g., Ministry of Social Development, Ministry of Transport)
- Program officer from the Jordanian National Commission for Women (JNCW)
- Staff from international NGOs (e.g., UN Women, UNFPA)

Duration:

1.5 hours

1. Welcome and Ground Rules (10 minutes)

- Facilitator's introduction (2 minutes)
- Purpose and confidentiality (2 minutes)
- Ground rules (6 minutes)

2. Icebreaker/Warm-up (10 minutes)

In one sentence, please state your organization's main activity related to supporting women survivors of violence against women and girls (not limited to transportation).

3. Mapping Current Programs and Services (20 minutes)

Objective:
Identify all existing (formal and informal) initiatives addressing violence against women and girls in public transportation—from prevention (awareness-raising and training) to survivor support (legal assistance, psychosocial services).

Discussion prompts:

- What specific programs or services does your organization provide that women who have experienced harassment or violence in public transportation can access directly or indirectly?

- Target group
- Type of service (e.g., legal aid, medical referrals, counseling, safe ride vouchers, awareness sessions)
- Geographic coverage (e.g., East Amman, Jabal Amman, all of Greater Amman)
- When did this program start, and how many women have used it in the past six months?
- Do you track whether they specifically mention “transport-related harassment” when seeking help?

4. Assessing Coverage and Effectiveness (15 minutes)

Objective: Understand the reach of these programs/services for survivors of harassment in public transportation and identify gaps.

Discussion prompts:
- For each program or service you just mentioned, how do you measure its reach and impact on women who experienced harassment or violence on buses, BRT, or taxis?

- How do you determine whether the woman or girl is a survivor of harassment in public transportation (vs. domestic violence or workplace violence)?
-Approximately, what percentage of cases involve public transportation-related incidents?
- Do you collect disaggregated data by location/time (e.g., “calls from East Amman between 6 p.m. and 9 p.m.”)?
- Are there indicators (e.g., number of legal cases filed, psychosocial counseling sessions completed) that track survivors of public transportation harassment over time?
- Success stories

5. Coordination and Referral Pathways (20 minutes)

Objective: Explore how information, referrals, and resources flow between organizations when a survivor needs assistance.

Scenario prompt:

Imagine a woman is harassed on a bus at 8 p.m. She calls your hotline/office. Walk us step-by-step through what happens within your organization and how you coordinate with other relevant entities to ensure she receives immediate and long-term support:

- Is she referred to the JNCW, another CBO, or the police?

- If she is referred to the JNCW, does the Commission then refer her to a shelter, or directly to legal assistance?

- How do you track completion of referrals—does the receiving entity confirm it to you?

6. Identifying Gaps (10 minutes)

In your opinion, what are the main gaps in referral programs, and how can these gaps be addressed?

7. Formulating Practical Recommendations (10 minutes)

Objective: Translate shared priorities into actionable steps.

Prompt:

What are your recommendations for making survivor response programs more effective?

Bus Drivers (Coasters, Amman Bus, Bus Rapid Transit)

Topic:

Bus Drivers' Perspectives on Violence and Harassment Against Women and Girls in Public Transportation in Amman

Participants:

8–12 bus drivers

Duration:

1.5 hours

1. Welcome and Ground Rules (10 minutes)
We would like to hear your experiences, views, and suggestions about violence and harassment against female passengers, and how you, as a driver, act when such incidents occur.

Ground Rules:
- Everyone speaks once at a time
- Respect differences of opinion
- Share personal experiences
- Keep comments brief

2. Icebreaker (10 minutes)

Objective: Help drivers relax and begin thinking about passenger safety in practical terms.

Prompt: Discussion about each driver's daily shift routine: What do you do before starting your daily shift to ensure the safety of the bus—mechanical check, knowing your route well, greeting passengers, etc.?

3. Experiences and Observations About Harassment (20 minutes)

Objective: Gather real-life observations—what they have seen, where it happens, and how often.

Prompts:

- From your experience, how common is it to see women or girls being harassed on your bus or at bus stations? By "harassment" we mean verbal comments, unwanted touching, staring, or taking photos without permission.

- Can someone describe a specific notable incident? (Just a brief account—no names)

- Which parts of your route (e.g., certain neighborhoods, times of day—early morning, midday, late evening) see more incidents?

- What forms of harassment do you see most often—comments, touching, staring? Which is the most common?

- How do drivers around you usually react when they witness harassment? Do you talk to other drivers later about what you saw, or do you deal with it on the spot?

- Imagine around 7:00 p.m. in a crowded station—a man makes suggestive comments to a young woman. What usually happens next?

4. Awareness of Policies and Personal Preparedness (15 minutes)

Objective: Identify which policies/driving rules they know about, any training they have received, and how confident they feel handling incidents.

Prompts:

- Are you aware of any formal rules or policies—from the Land Transport Regulatory Commission, your company, or municipal regulations—on how to deal with harassment or violence against female passengers?
- Do you remember anything from recent training sessions or briefings about policies to address violence and harassment against women?
- Have you heard of any mandatory steps—such as reporting to your supervisor or calling the police?
- As a driver, how prepared do you feel to intervene or respond if you see a woman being harassed? Would you say: 1) very confident, 2) somewhat confident, or 3) not confident? Why?
- If you are not confident, what is missing—more training? Clearer rules? Support from supervisors?
- If you are confident, can you share what helps you feel that way (experience, previous training, personal disposition)?

5. Actions and Decision-Making During Incidents (20 minutes)

Objective: Explore in detail what drivers actually do when witnessing harassment—step by step—and the barriers/support they encounter.

Prompts:

- Let's imagine you are mid-route, about to stop, and a man starts making unwanted comments to a female passenger. Describe step-by-step what you would do—from noticing the situation to resolving it.
- What makes it easier or harder for you to take this action? For example: fear of losing money if you stop for too long, concern for your own safety if you confront the harasser, worry about being late for your next trip, lack of clear support from your company or the police.
- If you had guaranteed support—like a company hotline that sends help or a standing agreement that you won't be fined for delays—would that change how you respond?
- What lessons have you learned from your past experiences?

6. Policy and Training Recommendations (15 minutes)

Objective: Gather drivers' ideas to improve policies, training, and on-the-ground support.

Prompts:

- Based on everything we discussed, what specific changes—whether to current rules or new policies—would help you prevent or stop harassment more effectively? Examples:

- Clear, written guidelines on how to safely remove a harasser
- Guaranteed support (police) when requested
- Cameras on the bus

- What kind of training or refresher sessions would be most useful for you and your colleagues? For example:

- Practical role-play scenarios about harassment situations
- Short video modules you can watch on your phone
- Quarterly in-person workshops led by a legal expert or gender specialist

- How often should this training be held—once a year, every six months?
- Do you prefer training at your company's center, or at a central location with all drivers together?

Annex 4: List of Participants Attended FGDs

	Name	Organization
1	Amal Al-Mawasleh	Al-Nashmiyat Charitable Association for Women's Empowerment
2	Hiyam Al-Da'san	Al-Nashmiyat Charitable Association for Women's Empowerment
3	Nadia Ismail	Khreibet Al-Souq Ladies Association
4	Muna Hamdan	Al-Usar Development Association
5	Katrina Abu Al-Soud	Nasaem Al-Amal Association
6	Tha'era Basbous	Al-Ithar Association
7	Jumana Al-Saudi	Jordanian Business and Professional Women Forum Association
8	Amal Al-Halabi	Al-Usar Development Association
9	Hada Al-Sawaeer	Kollona Al-Urdon Association
10	Haifa Al-Abdallah	Nashmiyat Sahab Association
11	Rania Al-Kouz	Yarmouk Builders Association
12	Sama Nasser	National Center for Human Rights
13	Faris Al-Besheiti	National Council for Family Affairs
14	Shireen Mazen	Tamkeen for Legal Aid
15	Hiba Abdel-Hafez	Arab Women's Association
16	Zainab Al-Jalil	ARDD
17	Qabas Marqa	JNCW
18	In'am Al-A'sha	SIGI
19	Oudah Al-Khawalda	Driver/GAM
20	Ghassan Al-Rawashdeh	Driver/GAM
21	Zaid Ahmad	Driver/GAM
22	Mousa Abu Orqoub	Driver/GAM
23	Ismat Jarradat	General Syndicate of Bus Owners
24	Khaled Mohammad	Irbid-Amman Buses
25	Salim Al-Qasem	Irbid-Amman Buses

Annex 5: Women Survey

Survey on “Violence and Harassment Against Women and Girls in Public Transportation in Amman”

Introduction:

The Jordan-based non-governmental organization **Feminist Economy**, which aims to promote the social and economic empowerment of women through employment, entrepreneurship, and advocacy for gender-responsive policies, is implementing a project entitled **We Arrived Safely**
This project targets Jordanian women and girls, as well as Syrian, Palestinian, and other refugee women and girls in Amman Governorate. Its aim is to raise awareness and provide recommendations to decision-makers on reducing harassment and violence against women and girls in public transportation in Amman.

This survey is for research purposes only. The information and responses collected will remain confidential and will be used solely to gather women’s and girls’ opinions on harassment and violence in public transportation in Amman. The results will help set measurable indicators to evaluate project progress, analyze current gender dynamics in the use of public transport, explore social norms, behaviors, and institutional practices related to gender-based violence in mobility environments, and conduct a gender analysis that highlights the different impacts based on gender, age, refugee status, and other intersecting factors.

Completing this survey will take about **3–5 minutes.**
We greatly appreciate your cooperation.
June 2, 2025

Demographic Information

Age:

1. 17–20
2. 21–30
3. 31–40
4. 41–50
5. 51 and above

Nationality:

- Jordanian
- Palestinian
- Syrian
- Other

Employment status:
- Student
- Full-time employee
- Part-time employee
- Worker
- Unemployed
- Other

Questions

1. How often do you use public transportation in Amman?

- Daily
- 3–5 times per week
- Once or twice per week
- Occasionally (less than once per week)
- Rarely/Never

2. What are the main types of public transportation you use? (Select all that apply)
- Buses (Amman Bus, Bus Rapid Transit)
- Coaster/Van
- Taxi (Yellow Cab)
- Other

3. Have you ever experienced harassment or violence while using public transportation in Amman?
- Yes, frequently
- Yes, sometimes
- Yes, rarely
- No, never

4. If you have experienced harassment or violence, what type was it? (Select all that apply)

- Verbal harassment (e.g., comments, verbal abuse)
- Physical harassment (e.g., touching, pushing)
- Staring or inappropriate looks
- Taking photos or videos without consent
- Other
- I have never experienced harassment or violence

10. Who should be responsible for preventing harassment in public transportation? (Select up to three)

- Government (laws, policies, enforcement)
- Greater Amman Municipality
- Public Transport Authority
- Public transport operators (drivers)
- Other passengers
- Women themselves
- Society as a whole

11. Do you think enough is being done to prevent harassment and violence in public transportation?

- Yes
- No
- Not sure

12. From your perspective, what would make public transportation safer for women and girls?

- Stricter laws and penalties
- Public awareness campaigns
- Better training for drivers and operators
- Greater security or police presence in public transport
- Other

13. Have you ever felt unsafe while using public transportation?

- Yes
- No

14. Do harassment concerns affect your daily transportation decisions?

- Yes, I avoid certain types of transport
- Yes, I only travel at certain times
- No, they do not affect my decisions

Annex 6: Men Survey

Survey on “Violence and Harassment Against Women and Girls in Public Transportation in Amman”

Introduction:

JoWomenomics, a Jordanian non-governmental organization that aims to achieve the social and economic empowerment of women through employment, entrepreneurship, and advocacy for gender-sensitive policies, is implementing a project titled “Arrived Safely”. This project targets Jordanian women and girls, as well as Syrian, Palestinian, and other refugee women and girls in Amman Governorate. It aims to raise awareness and provide recommendations to decision-makers on reducing the phenomenon of harassment and violence against women and girls in public transportation in Amman.
This survey is for research purposes only. The information contained in it, and the answers provided by respondents, will remain confidential and will only be used to gather men’s opinions regarding their perspective on the phenomenon of harassment and violence against women in public transportation in Amman. The aim is to establish measurable indicators to assess the project’s progress, analyze current gender dynamics in the use of public transport, explore social norms, behaviors, and institutional practices related to gender-based violence in mobility settings, and conduct a gender analysis that highlights the different impacts based on gender, age, refugee status, and other relevant and intersecting factors.

Filling out this survey will take about 3–5 minutes of your time.
We greatly appreciate your cooperation in completing it.
June 2, 2025

Demographic Information

Age:

1. 17–20
2. 21–30
3. 31–40
4. 41–50
5. 50 and above

Employment status:
- Student
- Full-time employee
- Part-time employee
- Worker
- Unemployed
- Other

Section 1: Your Experience with Public Transportation

1. How often do you use public transportation in Amman?

- Daily
- 3–5 times a week
- Once or twice a week
- Occasionally (less than once a week)
- Rarely/Never

2. Which public transportation method(s) do you use most often? (Select all that apply)

- Buses (BRT, Amman Bus)
- Coaster/Van
- Taxis (Yellow taxis)
- Other

3. Have you ever witnessed harassment or violence against women or girls while using public transportation?

- Yes, often
- Yes, sometimes
- Yes, rarely
- No, never

Section 2: Perceptions of Violence and Harassment

4. In your opinion, what is the most common form of harassment or violence against women and girls in public transportation?

- Verbal harassment (e.g., comments, catcalling)
- Physical harassment (e.g., touching, pushing)
- Staring or inappropriate looks
- Taking photos or videos without permission
- Other

5. Where do you think harassment of women and girls most often occurs in public transportation?
- On buses
- In taxis
- At bus stations
- Other

6. What do you think are the main reasons women and girls experience harassment in public transportation? (Select up to two)
- Lack of awareness or respect for women
- Weak enforcement of laws
- Lack of safe public transport options
- Cultural and social norms
- Other reasons

7. Who is responsible for preventing harassment in public transportation? (Select up to two)
- Government (laws, policies, enforcement bodies)
- Transport companies (drivers, operators)
- Passengers
- Women themselves
- Society as a whole

8. Do you think enough efforts are being made to prevent harassment and violence against women and girls in public transportation?

- Yes
- No
- Not sure

9. In your opinion, what is the most effective solution to reduce harassment in public transportation?

- Stricter laws and penalties
- Public awareness campaigns
- Increased police presence at bus stations
- Installing cameras on buses
- Training drivers and operators

Section 3: Personal Role and Attitudes

10. If you saw a woman or girl being harassed in public transportation, what would you most likely do?

- Intervene directly to stop the harassment
- Inform the driver or ticket collector
- Offer support to the woman or girl
- Ignore it
- Not sure

11. Have you ever taken any action to stop harassment in public transportation or report it?

- Yes, I intervened directly
- Yes, I reported it
- No, I did not take any action

- I have never witnessed such incidents

12. Do you think it is important for men to speak up and take action when they witness harassment of women in public transportation?

- Yes, always
- Sometimes
-No, it’s not their responsibility