



# Gender and Urban Transport

## iNUA#3: Implementing the New Urban Agenda

“We will promote access for all to safe, age- and **gender responsive**, affordable, accessible and sustainable urban mobility and land and sea transport systems, enabling meaningful participation in social and economic activities in cities and human settlements, by integrating transport and mobility plans into overall urban and territorial plans and promoting a wide range of transport and mobility options.”

New Urban Agenda §114

Urban transport is often seen as gender neutral – a road or bus system benefits all equally. In fact, it's not! Women and men have different pre-conditions, needs and restrictions for using transport. When this is not taken into consideration, planning and projects will not adequately meet the demand and transport is inefficient and unsustainable.

There is a major component of gender equality in transport in the New Urban Agenda that needs to be implemented.

### 1. Why is Gender an important factor for urban transport systems?

Mobility is the pre-condition to have access to goods and services: health, work, education, leisure. Women face more restrictions to mobility, and their travel patterns differ from those of men due to their differences in needs and tasks, and also because they generally have less time availability and access to resources. At the same time, women are in higher

risk of being victim of crime and violence. Therefore, women have different requirements of transport systems and space.

**Women are more likely to be poor:** according to the United Nations Development Program (UNDP) Human Development Report, 70% of the 1.2 billion people living in poverty worldwide are women. This is more pronounced in urban areas. Also, a growing number of women as head of household is a global trend, meaning that women have to juggle earning an income as well as caring for a family. **Affordability of transport is especially relevant for women and girls:** They are not only more likely to be poor, but they will be the first in a family to forgo a trip if it means allowing the man to get to work or the children to go to school.

**Women have different travel patterns:** generally, when compared to men, women in urban areas tend to make more and shorter trips, at more varied times.

**They use public transport and walk more than men** and tend to make more off-peak and non-work related trips, traveling to more disperse locations. They are also more likely to trip chain, meaning that when they travel, they tend to have multiple purposes and multiple destinations within one trip. **This can be taken into account in the fare structure and the layout of new transportation routes.**



Women with stroller trying to enter bus. Photo by Carlos F. Pardo

**Women mainly use public transport and depend on its accessibility:** If there is only one vehicle available in the household, generally the man will use it. Besides walking, women mainly rely on mass transport. **They find physical barriers, such as high kerbs and steps more of a problem than able men.** All of those suffering from a physical disability also find accessing public transport difficult. They have a harder time boarding and alighting, whether it is because they are travelling with children and packages or because the steps are too steep. Additionally, women are more affected by issues of quality or capacity. For example, overcrowding becomes a security issue for women as it facilitates groping and inappropriate behavior.

**Women are more affected by safety and security issues:** Women encounter violence and harassment when they are using public space, particularly in public transport. Women and girls are more commonly affected by gender-based violence due to their subordinate status in many societies,

discrimination against them and their higher vulnerabilities to violence. **Violence in public places reduces the freedom of movement of women and girls,** their ability to attend school or work and to participate fully in public life.

## 2. Recommendations for gender sensitive transport planning

Transport operates in a social space that is highly gendered. There are good examples for integrating gender issues into urban transport. Possibilities to improve security are e.g. **women's only services, improvement of quality, and including women in the operations of public transport.** The design of public space is also important: it has to be **designed for safe walking and biking, and allow some social control.**

Developing and implementing gender sensitive transport requires some resources in terms of funding and capacity of the city administration, but this is usually quite cost effective considering the risks of building unsuitable infrastructure and wasting resources if women are not considered.

Gender sensitive transport planning can be supported by setting up a **Gender Action Plan (GAP).**

### Develop a Gender Action Plan

A **GAP** is an integrated planning tool to include gender equality within a project. It is based on detailed analyses, which identify key gender inequalities and constraints that the project should aim to improve.

Within a **GAP** you should prioritise actions and schedule implementation of measures, including public awareness campaigns. It can be integrated into a Sustainable Urban Mobility Plan (SUMP).

### Define Targets

- Prioritise areas and communities and provide framework for local action.
- Define clear targets and include specific activities and indicators that will help to achieve them within a defined time frame.

## Karachi, Pakistan

### INTERVIEWEES SPEAK OUT

- Over **70%** experience harassment in public transport
- 75%** say the perpetrator was another passenger
- 20%** by the conductor
- 5%** say it was the driver
- 34%** of cases, women were touched or groped
- 7%** of cases involved following, stalking, or blocking of the way
- Less than **4%** of victims asked for help



### IMPACTS ARE ECONOMIC AND SOCIAL

- 31%** of students, **23%** of working women
- 20%** of homemakers reduce use of public transport after harassment, and opt to take more expensive forms of transport
- 40%** of women avoid traveling after dark, curtailing opportunities for further education or socializing
- Most feel they have to cover themselves to avoid unwanted attention

Experiences of women in transport in Karachi. Source: ADB 2015

Activity	Target	Responsibility	Time Frame
Ensure all BRT stations are socially and gender-inclusive	Each BRT station is adequately lighted and has (i) separate restrooms for men and women, (ii) priority e-ticketing counters for the elderly and disabled, and separate counters for women, (iii) CCTV facilities, (iv) instruction boards with helpline numbers and color-coded directional signs, in local languages and (v) visible reporting desks to address incidents of harassment and other crimes	Head of Trans Peshawar, Social/Gender Specialist, Project Director and relevant staff of local consultants	All throughout construction stage until the first year of operation
Conduct a study on the impact of the BRT on the lives of Peshawar residents, with specific impacts on men, women, children, elderly, and disabled	a) Report on BRT impact on the city of Peshawar in general, and of the residents in particular submitted to Trans Peshawar with a copy to ADB b) At least 1 video documentary capturing the pre and post-BRT experiences and perceptions of equal number of male and female interviewees	Trans Peshawar Company, Project Director, Social and Gender staff, local consultants	a) Year 2 of BRT operations b) Pre-BRT video: Q3 of 2018; Post video: Year 2 of BRT operation
Hire women staff	At least 20% of staff are women	Trans Peshawar Company, Project Director and relevant staff	Year 1 of project implementation

Example for elements of a Gender Action Plan for the Peshawar BRT-Corridor. Source: ADB 2017, modified by authors

### Review the Framework

- Review the institutional framework.
- Build programs that allow local action and introduce gender into the city planning agenda.
- Encourage gender balance in internal departments responsible for transport.
- Review legal frameworks for women's protection and to ensure that women have the legal protection against violence in public spaces and on public transport.

### Involving Stakeholders

- Establish cooperation mechanisms with relevant departments within and beyond the administrative boundaries of your administrative area or city.
- Co-create actions and plans with wide number of stakeholders.
- Identify and involve relevant stakeholders and interested parties, by identifying influential citizens and grass roots organizations that are working on gender in your city and build a better understanding of the needs of the women in the different communities. Build trust.

### Data Collection

- Use state of the art survey methods to provide accurate and more complete transport data about the different mobility patterns of men and women. Undertake surveys and focus groups to determine the local differences and cultural/social norms between men and women.
- Collect sex-disaggregated data and data on non-motorized transport as well as motorized modes. Women and children make a large number of walking trips and the number of trips made by walking or cycling is often underestimated in a city.
- Safety audits are one way to incorporate safety and security issues into the project. This is possible in any phase from planning, to design, to implementation. Safety audits allow local people to provide accurate and useful information to planners, designers and service providers.

### Implementation and Monitoring

- Think about gender in design and operations. This also means employment of women in the field of transport.
- Monitor and evaluate, review and refresh GAP. After implementing measures, monitoring with a specific gender focus is highly recommended.
- Re-adjust if necessary and update the plan regularly (every 4-7 years).
- Empower and provide training for the security forces with help lines and dedicated teams for sexual related violence and harassment.



Women actively engaging in planning process. Photo by SUTP

<b>Roles &amp; Responsibilities</b>	<ul style="list-style-type: none"> <li>• Who does what?</li> <li>• How?</li> <li>• When?</li> <li>• With whom?</li> </ul>
<b>Access &amp; Control</b>	<ul style="list-style-type: none"> <li>• Who has what?</li> <li>• Who decides for whom?</li> <li>• Who benefits?</li> <li>• Who loses?</li> </ul>
<b>Context</b>	<ul style="list-style-type: none"> <li>• What are cultural and social influences?</li> <li>• What are economic factors?</li> <li>• Why is it not equal?</li> </ul>

Typical questions to build a GAP. Source: authors, based on H. Allen 2017

### 3. What can mayors do to start a process?

Mayors play an essential role in making transport gender sensitive, and gender must be considered in all stages of the planning process: data collection, planning and design, implementation and monitoring. Recognizing the need to address gender issues by a mayor sends an important political message. Key issues to be tackled are the support of women's participation in decision-making, the improvement in accessibility, safety and comfort of transport modes and the planning of transport services in response to gender needs. As a mayor, you should:

- ☞ Consult with the heads of urban planning and mobility departments on their current approaches to including gender into planning urban mobility.
- ☞ Establish a multi-stakeholder committee under your chairmanship that steers the development of a Gender Action Plan (GAP).
- ☞ Consult with local universities, gender and transport experts and women's groups to better establish the needs of women in your city.
- ☞ Assess whether national support programs or international initiatives can support your ambitions and allocate resources to the strategic preparation and the implementation of a GAP.
- ☞ Set clear-cut responsibilities and allocate the necessary resources and mandates to your administration. Ensure that local districts and councils are able to access limited funding for grass roots actions.
- ☞ Review the numbers of females in your transport and urban planning departments to ensure that there is also a good gender balance in the internal decision-making processes.
- ☞ Learn from others!  
For example see the [Gender Mainstreaming Plan for the city of Vienna](#) or the [Action on Equality from Transport for London](#) for inspiration.

Published by:  
Deutsche Gesellschaft für  
Internationale Zusammenarbeit (GIZ) GmbH

Registered offices  
Bonn and Eschborn, Germany

Address  
Dag-Hammarskjöld-Weg 1-5  
65760 Eschborn/Deutschland  
T +49 61 96 79-2650  
F +49 61 96 79-11 15  
I [www.sutp.org](http://www.sutp.org) and [sutp@sutp.org](mailto:sutp@sutp.org)

Bonn 2017

Authors:  
Kristina Kebeck, Laura Mark, Bonn

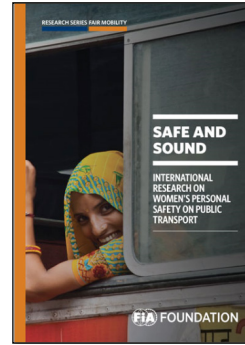
Design:  
Laura Mark, Bonn

URL links:  
Responsibility for the content of external websites linked in this publication always lies with their respective publishers. GIZ expressly dissociates itself from such content.  
GIZ is responsible for the content of this publication.

### 4. Where to learn from?

There is a growing number of resources available to guide into taking action on gender and transport.

**GIZ SUTP module on Gender and Urban Transport**  
[http://www.sutp.org/files/contents/documents/resources/A\\_Sourcebook/SB7\\_Social-Issues-in-Transport/GIZ\\_SUTP\\_SB7a\\_Gender-and-Urban-Transport\\_EN.pdf](http://www.sutp.org/files/contents/documents/resources/A_Sourcebook/SB7_Social-Issues-in-Transport/GIZ_SUTP_SB7a_Gender-and-Urban-Transport_EN.pdf)



#### Safe and Sound

An international literature review of published literature and examples of good practice.

<https://www.fiafoundation.org/connect/publications/safe-and-sound>

#### CAF: Gender

The section on the website collects news and studies with special focus on Latin America <https://www.caf.com/en/topics/g/gender/>

**SheMoves: Women's issues in Transportation produced on behalf of the European Commission (DG MOVE)**

[https://wiit-paris2014.sciencesconf.org/conference/wiit-paris2014/pages/shemoves\\_wiit\\_web\\_2.pdf](https://wiit-paris2014.sciencesconf.org/conference/wiit-paris2014/pages/shemoves_wiit_web_2.pdf)

#### UN Women

Safe Cities and safe public spaces for women - the website also has a number of resources on safe transport for women

<http://www.unwomen.org/en/what-we-do/ending-violence-against-women/creating-safe-public-spaces>

**WRI: Safe Cities and safe public spaces for women** - the website collects news about their work connected with gender

<http://www.wri.org/our-work/topics/gender>

#### ADB - Asian Development Bank, Gender Toolkit - Transport

This tool kit provides guidance for transport sector specialists and how to mainstream gender equality issues into transport project design, implementation and policy engagement

<https://www.adb.org/documents/gender-tool-kit-transport-maximizing-benefits-improved-mobility-all>



GIZ-SUTP is proud partner of:



**Transformative  
Urban Mobility  
INITIATIVE**

**Transformative  
Urban Mobility  
Initiative (TUMI)**

To support the global transport transition, BMZ initiated TUMI as contribution to implementing the New Urban Agenda jointly with 10 strong partner institutions.

More information: [www.transformative-mobility.org](http://www.transformative-mobility.org)