European Platform on Sustainable Urban Mobility Plans

TOPIC GUIDE

ADDRESSING GENDER EQUITY AND VULNERABLE GROUPS IN SUMPs

Imprint

About
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Addressing gender equity and vulnerable groups in SUMPs

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Guide to the reader

This document provides guidance on a specific topic related to Sustainable Urban Mobility planning. It is based on the concept of Sustainable Urban Mobility Plan (SUMP), as outlined by the European Commission's Urban Mobility Package[1] and described in detail in the European SUMP Guidelines (second edition)[2].

Sustainable Urban Mobility Planning is a strategic and integrated approach for dealing with the complexity of urban transport. Its core goal is to improve accessibility and quality of life by achieving a shift towards sustainable mobility. SUMPs advocate for fact-based decision making that is guided by a long-term vision for sustainable mobility. This requires a thorough assessment of the current situation and future trends, a widely supported common vision with strategic objectives, and an integrated set of regulatory, promotional, financial, technical, and infrastructure measures to deliver the objectives – the implementation of which should be accompanied by reliable monitoring and evaluation. In contrast to traditional planning approaches, Sustainable Urban Mobility Planning places a particular emphasis on the involvement of citizens and stakeholders, the coordination of policies between sectors (transport, land use, environment, economic development, social policy, health, safety, energy, etc.), and broad cooperation across different layers of government as well as with private actors.

This document is part of a compendium of guides and briefings that complement the recently updated second edition of the European SUMP Guidelines. These different documents elaborate difficult planning aspects in more detail, provide guidance for specific contexts, or focus on important policy fields. Two types of documents exist: (i) 'Topic Guides', which provide comprehensive planning recommendations on established topics, and (ii) 'Practitioner Briefings', which are less elaborate and address emerging topics with a higher level of uncertainty.

Guides and briefings on how to address the following topics in a SUMP process were published together with the second edition of the SUMP Guidelines in 2019:

- **Planning process-related:** Participation; Monitoring and evaluation; Institutional cooperation; Measure selection; Action planning; Funding and financing; Procurement.
- **Context-specific:** Metropolitan regions; Polycentric regions; Smaller cities; National support.
- **Policy field-focused:** Safety; Health; Energy (Sustainable Energy and Climate Action Plans); Logistics; Walking; Cycling; Parking; Shared mobility; Vulnerable groups and gender equity; Mobility as a Service; Intelligent Transport Systems; Electrification; Access regulation; Automation.

These documents are part of a growing knowledge base that will be updated regularly with new guidance. All of the latest documents can always be found in the 'Mobility Plans' section of the European Commission's urban mobility portal, Eltis (*www.eltis.org*).

[1] Annex 1 of COM (2013) 91

[2] Rupprecht Consult - Forschung & Beratung GmbH (editor), 2019 Guidelines for Developing and Implementing a Sustainable Urban Mobility Plan, Second Edition

Executive summary

As cities grow rapidly, the need for gender responsive and inclusive transportation systems increases as well. Mobility is determined by the degree to which the city as a whole is accessible to all its residents - regardless of age, gender, race or ability - and to what extent they can participate in urban activities. Barriers to accessibility disrupt freedom of movement and place burdens on those who are already facing immense difficulties in moving around cities.

Cities themselves tend to be unequal and this increases with growth. The need and interests of their inhabitants vary according to their life stage, realities and local environment. Transport systems are typically designed for an idealised group of middle-class, male, adult, self-empowered users who have neither major mental, sensory or physical disabilities nor inhibitions concerning navigating the transport system by themselves (INCLUSION, 2020). The impact these types of systems have on both men and women is inadequately documented, and no systematic inclusion of women's needs in transport has been foreseen.

While many take for granted people's ability to connect several destinations, this is not everyone's reality. For our ageing European population and the one-fifth of the population who have some sort of disability, accessing transport can be far from effortless. Everyone - including women, children, older people and those with disabilities (permanent or temporary) - needs to enjoy equal access to high-quality transport and be able to travel safely, easily and without extra cost.

Those who were already facing difficulties in accessing transport have done even more so during the COVID-19 pandemic, with people who rely on public transport hit hard by service cuts and reduced capacity. Women especially, as the lack of authorisation to carry out their daily activities strongly impacted their ability to earn.

Additionally, the vast majority of health workers[3] in Europe are women (78%)[4] being on the 'front line' of the COVID-19 pandemic and becoming more exposed to the virus and at higher risk of infection. Research from the European Institute of Gender Equality[5] has indicated that 76% of the 49 millions of care workers in the EU are women (93% of child care workers, 86 % of personal care workers in health services, 95 % of domestic cleaners and helpers[6]) a figure that is likely underestimated due to undeclared work. There are also several essential jobs that require contact with other people, such as supermarket cashiers, who face greater exposure during the Covid-19 pandemic. Women are especially affected as they make up 82 % of all cashiers in the EU.[7]

It is thus essential to take special steps to protect these workers from getting infected and from negative impacts resulting during and following the pandemic.

Now, more than ever before, a connection between transport planning and the consideration of diverse needs is essential, in view of the greater emphasis on equity, equality, and inclusivity and a growing commitment to ensure that these are respected in policy development.

This Topic Guide offers support to mobility practitioners and local authorities in understanding where gender equity and inclusivity meet transport planning, an important and highly relevant topic that Sustainable Urban Mobility Planning and measure development need to address. New ways of designing urban environments have to emerge and this document provides guidance in designing balanced, socially inclusive, and gender equitable places for people to live in.

[3] Eurostat's NACE rev. 2 classification defines healthcare activities as 'the provision of health and social work activities. Activities include a wide range of activities, starting from health care provided by trained medical professionals in hospitals and other facilities, over residential care activities that still involve a degree of health care activities to social work activities without any involvement of health care professionals.'

[4] *https://ec.europa.eu/eurostat/web/products-eurostat-news/-/DDN-20200409-2*

[5] *https://eige.europa.eu/covid-19-and-gender-equality/frontline-workers*

[6] *https://ec.europa.eu/eurostat/statistics-explained/index.php?title=EU_labour_force_survey_–_data_and_publication*

[7] *https://ec.europa.eu/eurostat/statistics-explained/index.php?title=EU_labour_force_survey_–_data_and_publication*

1. Introduction

1.1 Objectives of this Topic Guide in the European context

One of the European Commission's goals in relation to transport and mobility is to reduce their adverse effects by promoting co-modality (i.e., optimally combining various modes of transport within the same transport chain). This is to be supported by a shift towards the least polluting, most energy efficient and socially inclusive modes of transport, which will also contribute to more sustainable mobility. For this to occur, not only the environmental aspects but also the gender perspective and the needs of vulnerable groups of people need to be fully integrated into all transport related policy-making on a regular and proactive basis (ECE/TRANS/2009/8).

At the most basic level, the transport system should ensure that everyone has access to essential public services (e.g., health care and education), workplaces, and public amenities. This is the baseline for most transport planning processes to become supportive and provide adequate access to essential urban and social facilities for all.

However, the extent to which each of these destinations is accessible can vary greatly among different population groups due to income, ability to travel, and gender. The goal of inclusive transport planning is to ensure high-quality and safe accessibility to a variety of urban destinations for all population groups, no matter what their personal circumstances may be.

The goal of this guide is to illustrate how the SUMP process can be designed to address the accessibility needs of women and vulnerable groups of people, and provide insights to guide a gender responsive approach in policy, legislation and procedures for strategic urban transport planning.

The 'right to the city'[8] as seen by Henry Lefebvre cannot be compromised by current transport planning norms that privilege mainly the movement of the most able. The inclusiveness of transport systems should be one of the major objectives of urban networks if the aim is to address environmental challenges and create socially cohesive communities.

There is a growing debate taking place on this topic at the EU level, and the issue has been taken up by the current European Commission President, Ursula von der Leyen. Under her political priority of *"An economy that works for people"*, President von der Leyen refers in her political guidelines to *"A Union of equality"* that *"will be one of the major priorities of my Commission and of the implementation of the European Pillar of Social Rights"*.

The Gender Equality Strategy 2020-2025 (*A Union of Equality: Gender Equality Strategy 2020-2025*) reinforces the fact that the European Commission will integrate a gender perspective in all its major initiatives during the current mandate, as it sets out the policy objectives and key actions for the 2020-2025 period. The implementation of the strategy will be based on the dual approach of targeted measures to achieve gender equality and strengthened gender mainstreaming.

The strategy recognises that policies implemented under the European Green Deal have the potential to impact men and women differently (transport was particularly noted). The strategy claims that "addressing the gender dimension (of these policies) can therefore have a key role in leveraging the full potential of these policies."

The mission of Helena Dalli, European Commissioner for Equality, *"is to strengthen Europe's commitment to inclusion and equality in all of its senses, irrespective of sex, racial or ethnic origin, age, disability, sexual orientation or religious belief."* To implement this across EU policies, Commissioner Dalli is being assisted by a task force of equality coordinators from the Commission's Directorates-General.

The mission letter of European Commissioner for Transport, Adina Vălean, complements this approach by referring to the inclusion of all transport users, among other policy objectives - *"As transport evolves and*

[8] The right to the city is an idea and a slogan that was first proposed by Henri Lefebvre in his 1968 book Le Droit à la ville and that has been reclaimed more recently by social movements, thinkers and several progressive local authorities alike as a call to action to reclaim the city as a co-created space – a place for life detached from the growing effects that commodification and capitalism have had over social interaction and the rise of spatial inequalities in worldwide cities throughout the last two centuries (Wikipedia, *https://en.wikipedia.org/wiki/Right_to_the_city#cite_note-2*)

modernises, you should ensure that it remains affordable, reliable and accessible, notably for those on a low income or living in remote areas, and that passenger rights [which include provisions for persons with reduced mobility] are respected" (Von der Leyen, 2019).

The Employment, Social Policy, Health and Consumer Affairs Council also adopted a set of conclusions on 10 December 2019 that call on the European Commission to "*systematically mainstream a gender perspective into all future EU strategies and policies, including by developing gender budgeting and gender impact assessment of EU legislative and policy measures as key tools for gender mainstreaming.*"

The EU and all its Member States have ratified the *United Nations Convention on the Rights of Persons with Disabilities*. The Convention is intended as a human rights instrument, with an explicit social development dimension. On the fundamental issue of accessibility (Article 9), the Convention requires signatories to identify and eliminate obstacles and barriers and ensure that persons with disabilities can access the urban environment, transportation, public facilities and services, as well as information and communications technologies.

The *European Disability Strategy 2010–20*, adopted in 2010, builds on the UN Convention. The implementation of the convention is supported by the European Accessibility Act. It aims to promote full and equal participation in society for people at all ability levels by harmonising accessibility standards across several product groups. The act pertains to mobility, as it sets out regulations for the accessibility of ticket vending machines for public transportation, among other things. In addition, the Strategy also includes the right to non-discrimination and the right to mobility.

Currently, the European Commission is evaluating its implementation, as the strategy comes to an end. The purpose of evaluation is to assess to what extent the strategy translated into effective policies, as well as how it contributed to the implementation of the UN convention for persons with disabilities at the EU level. Drawing from the available evidence, the results will be used as a reference for possible future policy developments after 2020.

1.2 Why gender responsive and inclusive urban mobility planning are important

1.2.1 The basic principles of gender sensitive planning

As the design of transport systems influences the mobility choices that citizens make, such systems need to be geared towards the needs of all users. Daily trips encompass diverse experiences, whose nature often differs depending on whether they are completed by a woman or man. For too long, the needs of women have been ignored during the planning phase: this has led to certain inequities.

Even though urbanisation offers many possibilities to reduce gender gaps through a wealth of new opportunities, inequalities are still present in cities (Gauvin et al., 2019). Gender differences exist when discussing access to transport and mobility, safety and security, and participation in the transport sector.

Adequate planning for inclusive and gender-sensitive cities requires thorough analysis that needs to be incorporated into the planning process. Traditional planning processes assume that they reflect the needs of all individuals, even though they often do not create the inclusive and sustainable transport systems that politicians aspire to. SUMPS provide an opportunity to rectify this.

Research has proven that gender roles vary and change over time. These behavioural patterns need to be understood and accounted for. Men and women still have different roles in society (although these are becoming more blurred) and this affects their travel patterns. Women have specific travel characteristics as well as particular needs in terms of time of travel, trip purpose, route, trip chain, and travel distance; this influences mode choice and the number of trips they make. While men still tend to take single-purpose trips (e.g. home – work – home), women tend to do what is called "trip-chaining", which refers to connecting multiple activities with multiple destinations (Allen, 2018). The fact that women still do the larger share of unpaid care work, such as picking up children, taking care of the older people, and food shopping, can help to explain this

phenomenon. Women are more likely to work part-time, and very often as informal domestic workers (Allen, 2018). As a result of these complex daily circumstances, women are more likely than men to make shorter, more frequent trips; travel accompanied by children or other family members; to combine different modes of travel in one trip; and travel during off-peak hours.

Women rely on public transport and walking for many of their trips, and research by the International Transport Forum shows that they prefer to use buses and trams instead of heavy rail, as buses are more accessible (having access at ground level) and the stops are often closer together[5]. Whilst women travel between neighbourhoods (connecting their jobs with health and education centres) more frequently, men tend to travel to the city centre where the majority of their jobs are located. Current transport planning favours access to these areas over peripheral neighbourhood connectivity, an example of the negative gender bias that exists.

Safety and personal security are critical factors for women when choosing a mode of transport. Women and vulnerable persons have reported that, at times, they feel exposed to physical aggression, sexual harassment or other unwelcomed behaviour, such as leering, touching or verbal abuse. As many of these incidents remain unreported, they are not included in statistics.

Maja Bakran, Deputy Director-General for Mobility and Transport at the European Commission stated that "as transport users and workers, women and men are not equally affected; women face higher levels of violence. Reducing this gap is a matter of fairness, economic efficiency, equality of opportunity and full participation in society" (Bakran, 2018).

Neglecting women's transport and mobility preferences leads to barriers to and limitations on the trips they can make, which in turn impacts on their economic participation. With the COVID-19 pandemic showing no signs of abating, a lot that has been achieved in recent years in terms of gender equity is at risk of being lost. Emerging evidence on the impact of COVID-19 suggests that women's economic and productive lives will be affected disproportionately and differently from men (UN, 2020).

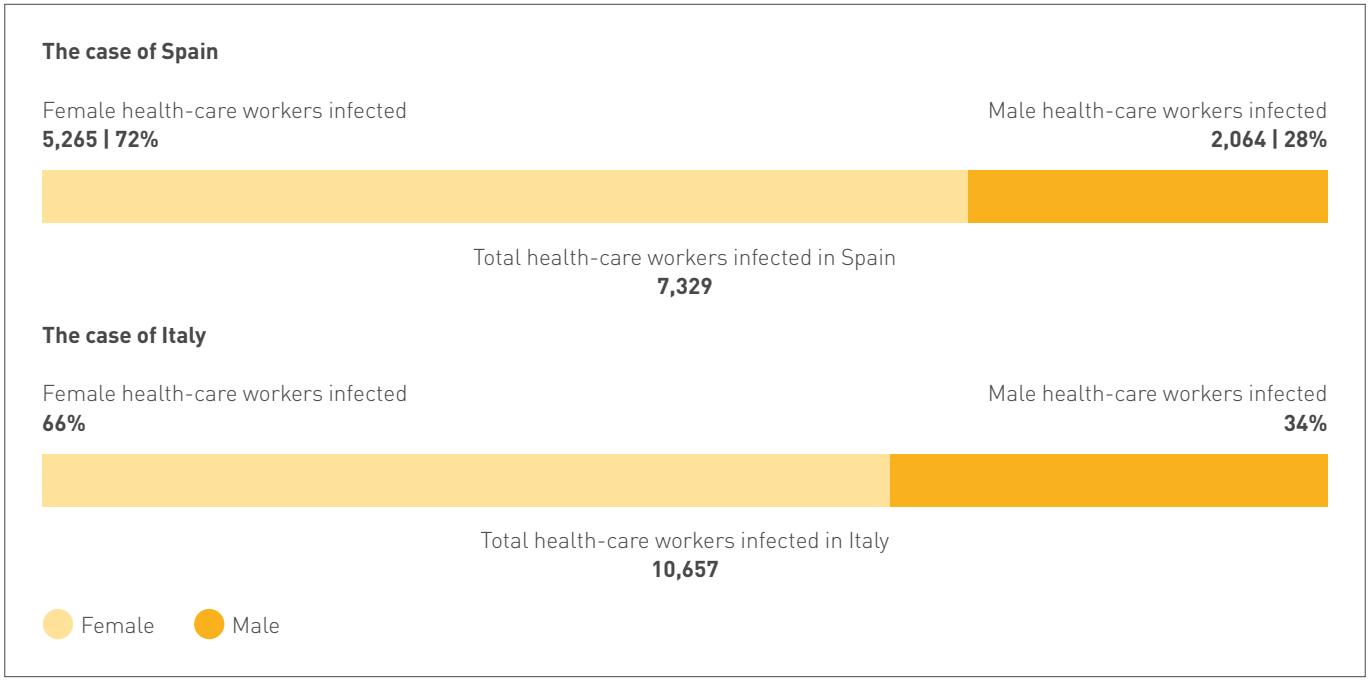

Figure 1: The role of women as frontline health workers – number of female health-care workers infected in Spain and Italy while fighting with the COVID-19 pandemics in spring 2020

Source: Policy Brief: The Impact of COVID-19 on Women, UN April 2020, *https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2020/policy-brief-the-impact-of-covid-19-on-women-en.pdf?la=en&vs=1406*

1.2.2 Mobility versus accessibility - setting the scene

Access to education, jobs, health facilities, among other basic activities, is considered a basic human need and often treated as a human right. Delivering transport and mobility that allows these needs to be met is, or should be, at the core of cities' mobility planning efforts. Easy and equal access to convenient, safe, affordable and environmentally friendly means of transport is a base requirement for the comfort of all inhabitants of urban environments and to ensure the balanced functionality of the cities with a high standard of living for all their users.

Accessible streets enhance equity and social inclusion within cities, promoting connectivity between locations and access to services. Public space provides an opportunity for communities to interact socially, an essential condition for an increased quality of life. This helps develop a sense of belonging to a city among residents, which is one of the main parameters for assessing the level of attractiveness of a street and, implicitly, of a city.

Mobility and accessibility are not the same. Mobility is the ease of movement between two points or destinations and is often defined by the technical specifications of a mode of transport's frequency of use or time savings. Accessibility is more complex and is based on the ability to use or access something, such as a service. This depends on:

- The physical ease of accessing that service (i.e. is it within a comfortable distance and can I physically access it?);
- The cognitive understanding (i.e. do I understand how to buy a ticket or how the system works?);
- Financial accessibility (i.e. can I afford to use the service?); and,
- Emotional accessibility – this links into fear and is regularly overlooked, despite being extremely important.

Often, traditional transport planning focuses mostly – if not entirely – on mobility, while forgetting accessibility (especially accessibility for women and vulnerable groups of people).

Research has shown that ambitious road safety targets and strategies that prioritise the safety of vulnerable groups of people contribute to making cities safer (Glensor, 2018). Transport and mobility planning play a crucial role in enabling better personal mobility, reducing inequalities, and creating economic growth (Lucas et al., 2018).

Transport and mobility planning influence how citizens make their mobility choices. Some citizens depend on efficient mobility and transport planning more than others for their personal mobility and safety. Pedestrians and cyclists face a higher risk of injury and death than motorised traffic users, and public transport users face safety and security concerns related to harassment, assault and theft. At-risk population groups, such as children, older people, people with disabilities, and people who are socio-economically disadvantaged make up the majority of those who use sustainable modes of mobility, such as walking, cycling, and public transport. Therefore, sustainable mobility planning has to keep the mobility needs of all these groups in mind.

Past and current transport planning practices have often disregarded the needs of the above-mentioned groups as well as the needs of women. Indeed, planning practices have failed to address these needs in a user-oriented way. Research has found that current national laws still generally tend to favour the car as the default means of transport, and that legal and procedural barriers towards more sustainable, gender-responsive, and inclusive mobility persist (Herman, Klinski et al., 2019).

If cities want to reverse this trend and make cities inclusive spaces that allow all citizens to access their destinations safely, comfortably, and sustainably, a paradigm shift is needed. An inclusive city enables all members of society to travel sustainably and with ease. It does not favour one travel mode over another - it prioritises accessibility and safety for everyone.

The COVID-19 pandemic also represents an opportunity to reimagine human mobility within the cities. It has shown many of the flaws of the current system, especially the prioritisation of allocation of precious urban space to the private car. Citizens need safe infrastructure if they are to retain new, more sustainable transport habits. Walking and cycling are not only the most environmentally friendly modes of transport, but also the most equitable ones. Supporting them would have a profound positive impact on how people with different types of vulnerabilities move around within the cities.

1.2.3 Concepts and Definitions

Who is vulnerable and why?

According to the Employment and Social Developments in Europe report (DG EMPL, 2019), vulnerable groups are, by definition, exposed to greater risks than the majority of the population. As some may end up being denied access to housing and struggle to find employment, they (and society) are prevented from reaching their full potential. They may also be exposed disproportionately to environmental or health problems, including air pollution.

The HiReach project, a three-year Research and Innovation Action (RIA) funded under Horizon 2020 that falls under the topic of '*Improving accessibility, inclusive mobility and equity: new tools and business models for public transport in prioritised areas*', defines vulnerable groups of people as including:

- People with temporarily or permanently reduced mobility;
- Children and young people;
- Older people;
- Migrants and ethnic minorities;
- Low income and unemployed;
- People living in rural and deprived areas;
- Persons with no or little IT skills and persons with no access to internet.

The exposure to risk may vary according to the group(s) a person belongs to. This may also vary depending on the local context (urban, suburban, rural, remote etc.), with numerous socio-demographic characteristics also playing a role. Thus, different types of factors can be defined in the attempt to determine the level of vulnerability of specific groups, and different solutions can be found and implemented to support these groups in coping with, or even eliminating, their vulnerability.

There are many forms of vulnerability. Some are permanent, and these are to physical and/or mental health and life stage such as age or gender, and some are temporary, such as financial or due to the availability or accessibility of transport. Those who may be recovering from a health incident or travelling occasionally with older people/young children may also be included in these groups of people.

Gender-sensitive planning

The systematic gathering and examination of information on gender differences and social relations can and will support mobility planning for better, more inclusive cities as it enables gender-based inequities to be identified, understood, and redressed.

To be able to better explain the gender asymmetries in mobility planning and to foster a shift in cities' transport policies, specific gender-related terms need to be defined and understood.

Gender equity denotes that men and women are able to enjoy the same conditions and opportunities to exercise their rights and achieve their social, economic, political and cultural potential. A reassessment of policies and programmes is needed that takes into account men's and women's different realities and interests (Allen, 2018).

It differs from **gender equality**, which only means that the same opportunities are there, but does not consider whether they can be accessed. Gender equity is an essential dimension of sustainable transport (Allen, 2018).

Gender mainstreaming represents an organisational strategy to bring a gender perspective to all aspects of an institution's policies and activities by building gender capacity and accountability. The process consists of assessing the implications of any planned action (including legislation, policies or programmes) in all areas and at all levels for both women and men. It is a strategy for making women's, as well as men's, concerns and experiences an integral dimension of the design, implementation, monitoring, and evaluation of policies and programmes in all political, economic, and societal spheres. This ensures that both women and men benefit equally, and inequality is not perpetuated (Allen, 2018 / The European Institute for Gender Equality).

Gender planning represents the technical and political processes and procedures necessary to implement a gender-sensitive policy. The purpose of gender planning is to ensure gender-sensitive policy outcomes through a systematic and inclusive process. If gender policy has transformative goals, then gender planning, as a process, will be a political one, involving consultation with and the participation of different stakeholders (Reeves, 2000).

Understanding disability and inclusive transport planning

It is estimated that one in six Europeans has some form of disability[10] – a market of about 80 million potential customers. Moreover, that figure increases to 35-40% of the population when travellers accompanying Passengers with Restricted Mobility (PRMs) and people with temporary mobility restraints (such as parents with prams or heavy luggage) are also considered.

Article 3 (1) of the European Accessibility Act states that: " 'Persons with disabilities' are those persons who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others;".[11]

In order for cities to build accessible urban environments from a user perspective, these barriers need to be removed or, at the very least, reduced.

There is also the specific case of people who are not conventionally considered as having a disability, but who still face difficulties in accessing the urban environment. These groups of people have been mentioned above and are considered vulnerable groups.

Identifying and understanding the limitations these groups have could provide planners with the ability to plan according to the type of adjustments needed. Some limitations might be associated with movement and neuro-degenerative conditions, making self-care, walking, bending, lifting or even communicating difficult; others might have limitations related to seeing or hearing, other people could manifest cognitive impairment or intellectual disability.

Sustainable transportation policies should address a broad range of mobility needs in order to develop better transportation and mobility services that explicitly cater for the inclusion and integration of all the above-mentioned user groups. They require cities to design accessible environments where they can meet their mobility needs freely and in a self-determined way.

Prevention should replace reaction and equity should be acknowledged as the preferred strategy, one that affords equal opportunities and supports inclusion.

Design solutions can be found for any situation and the aim is to identify them. Although the main purpose of this document is to provide guidance and a knowledge base for planning for vulnerable groups and for gender-sensitive transport, inclusive designs that satisfy the requirements of vulnerable groups and of women also meet the needs of all transport users.

[10] EU Labour Force Survey ad hoc module on employment of disabled people (LFS AHM), 2002

[11] Directive (EU) 2019/882 of the European Parliament and of the Council of 17 April 2019 on the accessibility requirements for products and services

photo © Rich Legg on istock.com

2. The 8 SUMP principles in the context of inclusive and gender-sensitive planning

The European SUMP Guidelines are based on eight key principles, which underpin the Sustainable Urban Mobility Planning approach. These eight SUMP principles are listed below:

1. Plan for sustainable mobility in the 'functional urban area';
2. Cooperate across institutional boundaries;
3. Involve citizens and stakeholders;
4. Assess current and future performance;
5. Define a long-term vision and a clear implementation plan;
6. Develop all transport modes in an integrated manner;
7. Arrange for monitoring and evaluation; and
8. Assure quality.

These principles must apply to the different facets of a SUMP, including on how to plan inclusively and in a gender-responsive way.

2.1 Plan for sustainable mobility in the 'functional urban area'

According to the Organisation for Economic Cooperation and Development (OECD), Functional Urban Areas (FUA) are composed of a city and its commuting zone and encompass the economic and functional extent of cities based on people's daily movements. (OECD, Dijkstra et al, 2019). The SUMP concept advises planning for the FUA and supports the idea of implementing measures on a wider urban and territorial scale.

As one of the simplest ways to depict the FUA is the travel-to-work commuting area, that may include a high percentage of people employed in the city centre and living within the boundaries of the FUA. Nevertheless, some of these groups may live in the peripheral areas and they do not represent the typical Central Business District worker, so including them in the planning process requires extra effort.

Often, women and people that belong to vulnerable groups experience a spatial difference during their daily trips. These trips could connect their home (perhaps in peripheral districts) and their place of employment (within the city centre or other locations across the FUA), and include (if applicable) journeys conducted in their role as the family's primary caregiver. Such users often have different centres of interest, and their ability to access these is highly important and crucial to consider when planning affordable and accessible transport for all.

As some vulnerable groups of people find it difficult to travel for distances further than one kilometre, travelling within the limits of the FUA can represent a significant barrier to overcome, particularly in places where accessibility is poor. Very often, public transport across the entire FUA is characterised by decentralisation, with different levels of government organising its operation. This can result in poor connectivity and unreliable services, especially within peripheral areas, as most public transport services follow the "hub and spoke" system focusing on the city centre. This limits access to jobs, everyday services and opportunities, and more generally impacts on quality of life.

Relevant questions for practitioners:

- How do local authorities need to plan to ensure places of employment, education and services are accessible for all users, including those who are less able and who do not work in formal employment across the FUA?
- What are the gaps that may result in reduced mobility options for women and vulnerable groups, especially on or around the boundaries of the FUA?

2.2 Cooperate across institutional boundaries

The accelerating growth of FUAs is causing increasingly complex problems due to the different territorial areas that form a FUA. To develop and implement SUMPs with targeted measures that meet the needs of people living and working within the boundaries of FUAs, a high level of cooperation, coordination and consultation is required across different levels of government and between other institutions (and their departments) in the planning area.

Any gender-responsive and inclusive planning processes included in SUMP development must contain binding requirements that implementing organisations and involved stakeholders adhere to when shaping their cooperation. The successful implementation of measures for a gender-responsive and inclusive environment depends on common goals, on political recognition, on commitments at regional and local level, and on a clearly articulated interest from other entities involved, e.g. public transport operators.

Institutional and procedural design often vary and the distribution of funds, as well as the cooperation and communication found at different levels, may or may not promote the implementation of gender-responsive and accessibility-oriented schemes. Effective implementation of these policies requires having appropriate institutional settings and adequate organisational, procedural and individual capacity in place. Local authorities should integrate experts on gender-sensitive cities and on people with disabilities in their planning structures. They should also work in close cooperation with key stakeholders from different departments and entities within the FUA.

Relevant questions for practitioners:

- Which institutions and departments have the capacity to implement gender-sensitive accessibility plans, and if they do not have this, set aside resources to build it?
- How do institutional structures in local/regional authorities need to change to address issues related to gender-responsive and inclusive environments?
- Are gender mainstreaming methods and tools employed as an integral part of the institution's working routines?

2.3 Involve citizens and stakeholders

Sustainable urban mobility planning is a fundamentally participative process focused on meeting the mobility needs of people in the FUA, be they residents or visitors. To enable meaningful participation, local authorities have to be guided by the principle that all those affected by decisions have the right to be involved in decision-making processes.

Stakeholders — be they women or men or members of vulnerable groups or not — may be affected differently by a measure and they may have different priorities and perspectives on how resources are allocated. Failing to ensure the involvement of all relevant stakeholders and citizens living in a specific area means that the transport planning process does not fully capture local realities and addresses the needs of the different groups. Long-term efforts should thus be made to adapt institutional processes to support the implementation of gender-sensitive and inclusive initiatives among stakeholders; doing so enhances understanding of their concerns and needs.

Involving a diverse range of groups or individuals fosters co-creation and contributes to a better understanding of the needs of different communities within the FUA. Consider involving local universities, experts on gender and inclusive mobility/transport, women's groups and associations of people with disabilities, influential citizens, and grassroots organisations working on gender and with people with different vulnerabilities.

Figure 6 below presents an overview of the stakeholder consultation process that was employed as part of a World Bank-financed road sector improvement programme in Timor Leste. An example of best practice for stakeholder consultation, it saw separate focus groups held for both men and women and directly aimed to increase women's participation in project implementation.

Steps to engage stakeholders

- **Stakeholder Mapping**
  → identifying groups and institutions that will be impacted by or can affect cc outcomes
- **Stakeholder Analysis**
  → identifying what stakeholders can bring to the discussion
- **Information-Sharing and Awareness-Raising**
  → about the NAP process, targeting all stakeholders
- **Consultation and Engagement**
  → inclusive of women and men at local and national levels across sectors and topic areas

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Stocktaking & Assessment	Plan preparation & design	Gender- responsive Budgeting	Implementation	Monitoring & Evaluation

Stakeholder Mapping & Analysis
Checklist: Are the following actors included?

- ✓ Governmental sector: Ministry of Women's Affair
- ✓ Gender focal points in other ministries or departments;
- ✓ Development partners with a gender-equality mandate;
- ✓ A governmental or independent economist with gender expertise;
- ✓ Male and female representatives of private-sector interests;
- ✓ Umbrella organization of women's NGOs;
- ✓ NGOs or lobby groups with gender expertise;
- ✓ Any NGOs or community groups that represent men's gender interests;
- ✓ Relevant sectoral or "special interest" NGOs that have an interest or experience in gender issues;
- ✓ Human rights groups or advocates;
- ✓ Think-tanks or policy analysts with experience / expertise in gender issues
- ✓ Academics or researchers from university Gender Studies Department(s)

Table 1: Gender-responsive stakeholder engagement and meaningful participation

Source: NAP Global network – Targeted Topics Forum, Nadi, February 2018, *https://www.slideshare.net/NAP_Global_Network/genderresponsive-stakeholder-engagement-and-meaningful-participation-nahyeon-shin-giz/12*

Relevant questions for practitioners:

- How can you engage with relevant stakeholders and citizens and ensure gender-segregated and mixed focus group settings for both?
- What is the most appropriate method for mapping stakeholders and what are the best mechanisms to involve them, keeping in mind the diversity of these groups and their needs?

2.4 Assess current and future performance

A SUMP builds on a thorough assessment of the current and future performance of the transport system in the FUA, and clear performance objectives and indicators need to be defined. To be able to provide a transport system that addresses the needs of vulnerable groups of people and is gender-sensitive, it is therefore necessary to understand the cultural context of and mobility behaviour within the planning area before proceeding to planning and implementation.

To discern how women and vulnerable groups are using the transport system, robust and disaggregated data needs to be collected. Existing data and statistics often translate gender into binary and naturalised male and female variables, without further considerations of context and specificity (Levin et al. 2020).

One of the most important tools used to assess the social effects of specific development interventions is the Social Impact Assessment. All SUMP measures have an obvious impact on transport system users, be it direct or indirect. To address the risk of having negative social impacts, this type of tool should be used to provide a good overview of how specific groups of users are addressed when planning (SUITS, Policy brief, 2020). This is important to ensure equitable benefits from and costs in relation to implemented projects.

Appropriate assessment helps ensure that subsequent planning and service delivery includes these groups' needs, thus avoiding a scenario in which they are neither formulated into clear objectives nor comprehensively included in the assessment process. However, should this occur, it can lead to their needs being overlooked in the definition of indicators and appropriate ex-ante performance measurements.

Relevant questions for practitioners:

- How to develop an evolving framework that can capture the level of performance SUMP measures have in relation to a gender-responsive and inclusive environment?

2.5 Define a long-term vision and a clear implementation plan

A SUMP is based on a long-term vision for transport and mobility development for the entire FUA. A comprehensive mobility vision should be developed with inclusivity and a gender-sensitive perspective in mind.

Strategic visions convey objectives and tackle cross-sector issues that impact various areas of urban and transport planning, planning processes and planning levels. They influence the implementation of gender-sensitive and inclusive planning that pertain to the daily life of users.

Developing a clearly articulated vision on this can be useful to guide actions and allocate resources.

London's vision on Equality and Inclusion serves as a powerful example:

Equality and inclusion - Our Vision for Quality and Inclusion is that every person matters in keeping London moving, working and growing. Public transport plays a key role in opening up opportunities by providing access to education, employment and other essential services. It helps people stay in touch with family and friends and allows many people to live independently.

Action on Equality - Action on Equality is based on this vision and the policies put forward here are all designed to contribute to this goal. This means we will work together to ensure that every individual person's needs in relation to transport are understood and acted upon, to enable them to lead healthy, productive and happy lives.

Relevant questions for practitioners:

- What should be the first steps to take when envisioning and planning for an inclusive and gender-sensitive city?
- Which stakeholders and key interest groups should be involved to ensure that a gender-sensitive and inclusive vision is developed?
- Which methods are best used to gather their insights?

2.6 Develop all transport modes in an integrated manner

Planning "to foster a balanced and integrated development of all relevant transport modes, while encouraging a shift towards more sustainable modes"[12] can be a challenging process. It is also a highly important one.

Such integrated development would not only improve urban mobility systems in general, but also help cities to fulfil the mobility-related needs of vulnerable groups. Alongside transport accessibility issues linked to physical barriers, changing between different services and modes can also pose significant challenges. Furthermore, trips undertaken by women translate into different patterns and levels of mobility that necessitate different transport modes being available throughout the FUA – even outside of peak hours. Integrated development helps ensure these factors are taken into account, and in the process enhances the quality, comfort, safety, and accessibility of the mobility system.

The principle of a "city of short distances" (or the 15-minute city) can be a useful tool to ensure the accessibility of key destinations. Inclusive and gender-sensitive planning supports the integrated planning of all transport modes and the spatial planning of its areas (e.g., street space allocation, user-friendly route network for pedestrians) so all citizens irrespective of gender, income or ability should be able to access the services on offer and be able to enjoy a good quality of life.

Relevant questions for practitioners:

- What planning tools can you use to ensure modal integration and good connections that help increase inclusiveness?

[12] Rupprecht Consult - Forschung & Beratung GmbH (editor), 2019 Guidelines for Developing and Implementing a Sustainable Urban Mobility Plan, Second Edition - *https://www.eltis.org/guidelines/second-edition-sump-guidelines*

2.7 Arrange for monitoring and evaluation

Monitoring and evaluation is vital to assessing the progress made towards achieving these types of SUMP visions, objectives and projects. To determine whether the implemented activities meet the needs of women and vulnerable groups of people, gender- and accessibility-related features must be integrated into any monitoring and evaluation system. Often, the mechanisms used by cities to monitor and evaluate projects and policies have been 'gender blind' and ignored considerations linked to inclusive transport. A monitoring and evaluation system that pays attention to gender and inclusiveness should include indicators on factors such as the following:

- The extent to which transport opportunities for women and girls and for people with reduced mobility have been improved;
- The extent to which women's and vulnerable groups' transport needs are met;
- Levels of women's and men's involvement in project identification and design;
- Levels of involvement of stakeholders of different vulnerable groups in project identification and design; and
- Feedback on how services can be modified to meet the needs of both women and of vulnerable groups.

To understand whether and how the measures included in SUMPs have an impact on the different life situations of women and men, a gender analysis needs to be conducted and sex-disaggregated data should be collected. This has to follow a gender-differentiated approach and document the current situation. The aim is to analyse relations, identify gender-specific needs and the exact needs of each individual vulnerable group, as well as to pinpoint discrimination experienced by these groups.

Relevant questions for practitioners:

- What are the right Key Performance Indicators (KPIs) for monitoring the performance of gender-sensitive and inclusive mobility planning?
- What gender-related data (and inclusive planning-related data) can be used for project evaluation and for measure implementation follow-up?

2.8 Assure quality

When developing a SUMP, special attention should be paid to putting mechanisms in place that ensure the document's professional quality and validate its compliance with the requirements of the SUMP concept. Quality assurance guarantees accuracy, reliability and consistency of processes. In order to be very rigorous in the way local administrations plan, design, develop, implement and evaluate, implementation has to prove systematic application of gender-sensitive and inclusiveness criteria that contribute to a more equitable lifestyle and corresponds to the needs of women and vulnerable groups in their diverse appearances.

Examples of critical questions to bear in mind are listed below:

- To what extent are the requirements of women and vulnerable groups considered when planning sustainable mobility for the FUA, with the overall aim that they can access basic services in an affordable, safe, and convenient manner?

- To what extent is the transport system shaped by the experiences of women and vulnerable groups and developed in close cooperation with key stakeholders from different entities?

- Do institutional processes consider the diverse priorities, concerns, and needs of all residents and visitors and present all women and vulnerable groups of people with opportunities to participate in planning and decision-making processes?

- Does long-term planning prioritise women and vulnerable groups to enhance the safety and mobility of their trips, and is this planning informed by the collection of reliable and disaggregated data?

- Does the long-term vision consider the needs of all transport users and is it supported by measures that reduce inequality and inequity among the population?

- Do transport-related policymaking and spatial planning integrate gender perspectives and the needs of vulnerable groups?

- Are the transport services integrated to offer safety, convenience, and accessibility without harming the flow of the city?

- Does the monitoring and evaluation process take an inclusivity- and gender-informed perspective to ensure that the steps being taken and measures implemented are leading a city in the right direction, and, if not, outline the actions needed to do so?

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3. Sustainable Urban Mobility Planning steps for vulnerable groups and gender equity

The SUMP cycle summarises the process that a local authority has to go through in order to develop and implement sustainable mobility measures in a city. Overall, the cycle consists of four phases and twelve planning steps. Planning for cities with a gender-sensitive perspective and all users and needs in mind requires a cross-cutting approach that must be incorporated into the planning process from the very beginning in order for it to be effective.

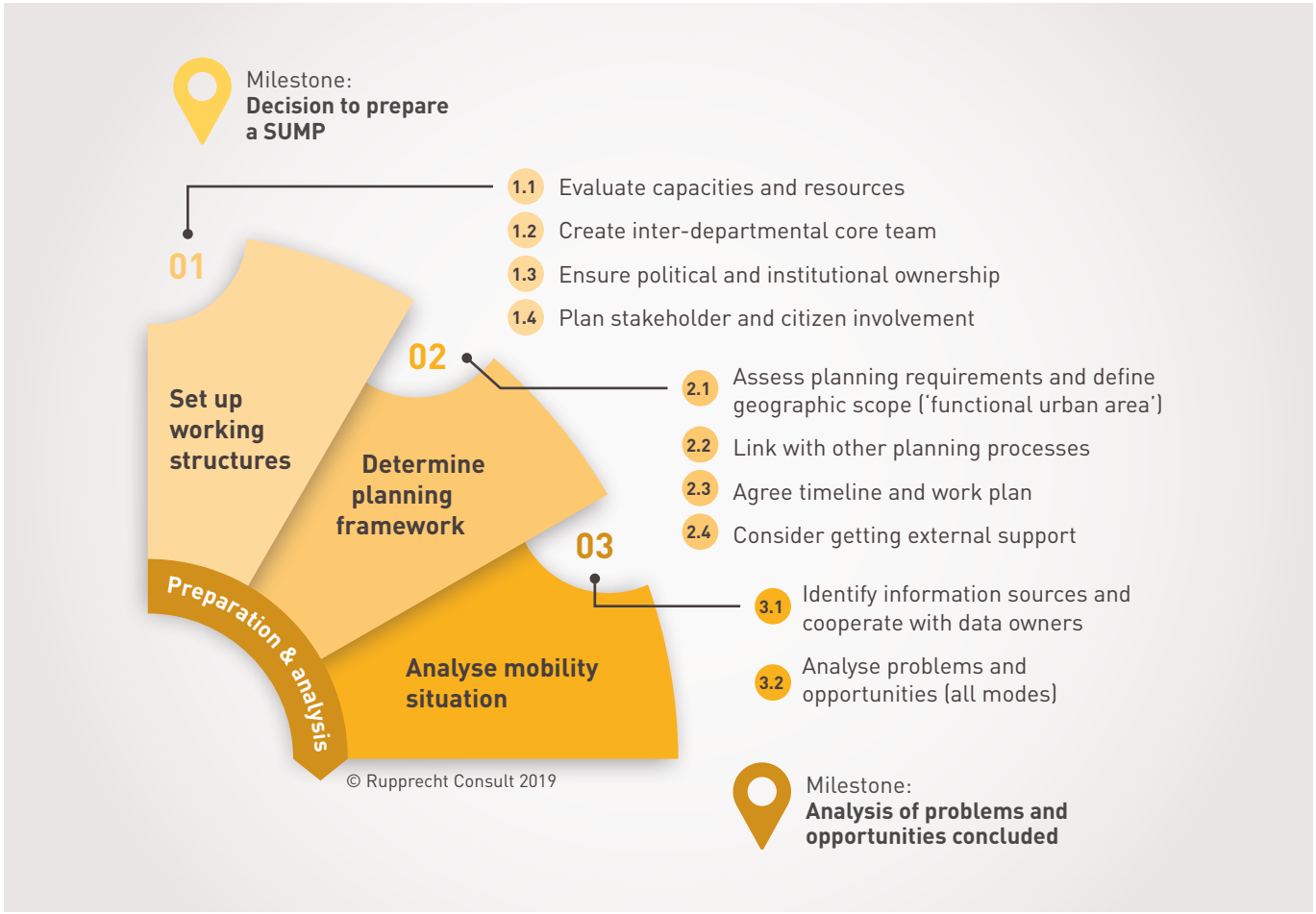
Each SUMP cycle phase has a key action that follows on from this approach:

1. To understand the different target groups to involve in the planning and implementation process;
2. To facilitate the participation of women and representatives of vulnerable groups in decision-making processes;
3. To include gender-specific measures or measures that target increased accessibility;
4. To establish monitoring and evaluation systems that provide clear evidence on gender mainstreaming and accessibility levels.

Figure 2: The SUMP Cycle. A planner's overview of the 12 steps of Sustainable Urban Mobility Planning.

Source: Rupprecht Consult, Guidelines for Developing and Implementing a Sustainable Urban Mobility Plan, Second Edition, 2019

3.1 Preparation and analysis



Phase 1 starts with the choice to develop and later to implement a SUMP. This phase is particularly important, as this decision also constitutes a first commitment to improving accessibility for all; to enhancing citizens' quality of life; to increasing safety; to ensuring social equity; and to pursuing environmentally friendly policies.

3.1.1 Step 1 – Set up working structures

The varying living situations and interests of all citizens must be acknowledged and considered throughout the entire planning process. For this reason, local authorities should take targeted account of the planning environment. This will help ensure a good reflection of the different realities citizens face and provide tangible support in developing a planning framework for the next stage of the process. The entities and human resources required throughout the process should be identified; this process should also ensure that the necessary skills and knowledge in relation to gender and vulnerable groups of people are in place. Should it be necessary, external support can be hired.

When planning, ensure the involvement of stakeholders from different gender and vulnerable groups, as having a diverse stakeholder group brings greater accountability and a wider variety of perspectives to the planning process. Their valuable insights on specific issues also helps counterbalance competing viewpoints that can sometimes be biased and fail to take into account all needs.

In case a strong gender imbalance exists among the chosen stakeholders or the city's core planning group, measures should be taken to involve more of the underrepresented gender – be it men or women. Doing so is a question of accountability and credibility.

Although it might be hard to identify stakeholders with expertise on gender or the needs of vulnerable groups of people, their knowledge is vital to the process and they serve as important allies in advocating for inclusive and gender-responsive planning. Such people might be found within local administration staff, NGOs or community groups or be working as academics and consultants.

The SUMP process should also involve a broad group of political and public actors, who in turn provide further accountability. Indeed, gaining political commitment at the highest level is essential to the success of the whole process.

3.1.2 Step 2 – Determine planning framework

There is an obvious need for comprehensive, intersectoral actions to address the complexity of gender-sensitive and inclusive mobility planning effectively. The creation and coordination of planning mechanisms that enable these actions requires a well-developed planning framework and strong instruments that guarantee a multidimensional approach to the problem.

3.1.3 Step 3 – Analyse mobility situation

Daily urban mobility is a complex issue, and no individual dataset or approach is enough to fully reveal its multidimensional character. Many cities collect data neither about women nor vulnerable user groups, and this lack of relevant data can put their well-being and even their lives at risk. They are unaccounted for in statistics, as data specificity is regularly lacking and certain users remain unidentified. They are also largely excluded in the way that resources and space are allocated within their community to facilitate their movement.

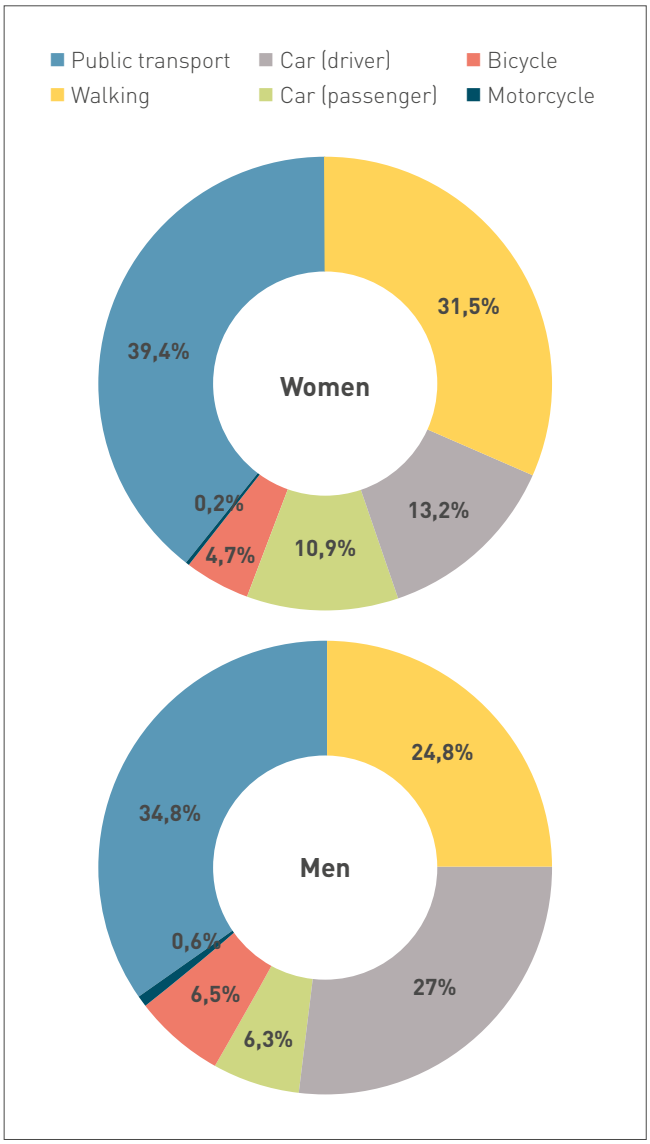
This first phase of the planning process is an ideal moment to understand what is known and unknown, as well as what other policy interventions and projects are currently being implemented that have women or other vulnerable groups as their main target groups.

Gathering more precise data and scoping to ensure the involvement of all relevant stakeholders in the initial planning phase would give local administrations and public policymakers new mobility-related insights and they would better understand the impact of mobility and transport policies on different groups of people.

When analysing the urban mobility situation in cities from a gender perspective, it is crucial to consider issues such as the demographic structure of the population, labour market and employment rates in terms of gender, gender pay gaps, travel patterns, and trip purposes.

Surveys frequently only distinguish between work- and leisure-related travel, failing to cover reasons for that trip that fall into neither category. Surveys should also include family/household and care-related trips as categories, whilst also accounting for walking and cycling as modes used for travel.

Looking at modal split from a gender perspective reveals that women and especially individuals with caregiving tasks travel more often on foot or by public transport, as is shown below in the example from the City of Vienna below.



Source: CIVITAS Policy Note, 2014

National Statistics and Auditing to Focus on Women's Needs

The UK has some of the most significant best practice internationally in relation to data collection. The Office for National Statistics pays special attention to providing data on gender-based mobility differences and processing statistics in a well-structured and continuous way.

An important pillar of the strategy is the publication of transport statistics. Provided at the national level, they are highly detailed and disaggregated on the basis of variables such as age, gender, mode, distance, professions, level of satisfaction, and reasons for travelling. Focus on Personal Travel, a publication from the national statistics service, collects data on mobility trends in different time periods from the 1980s to 2003.

As for gender-based mobility differences, surveys show that women's mobility patterns have changed considerably over time in comparison to those of men. The latest surveys are fact sheets on the Use of Public Buses published in March 2010 and Commuting and Business Travel published in April 2011. Based on data from the National Travel Surveys collected in 2012 and updated in 2013, the first examines the mobility of women and men (differentiated by age) in relation to public buses and the second looks at the journeys they undertake for the purposes of commuting and business.

Key elements of knowledge sharing:

- Commitment to adopting a transport system that is, above all, shaped to women's needs;
- Focus on women's needs as one of the most important purposes of the policy initiative;
- Complete time series data and exhaustive info collected by means of statistical surveys.

Box 1: Data collection on Women's needs in UK. Source: CIVITAS Policy Note, 2014

The Gendered landscape of Umeå (Sweden) – data collection on gendered travel patterns

The City of Umea is a frontrunner in gender sensitive urban planning, which includes, but does not stop at, mobility planning. Since 1994, Umeå has a gender equality committee connected to the city council and an overall goal for its work related to gender equality: to create conditions for women and men to have equal power to shape society as well as their own lives. Each municipal department is responsible for mainstreaming the goal into their activities.

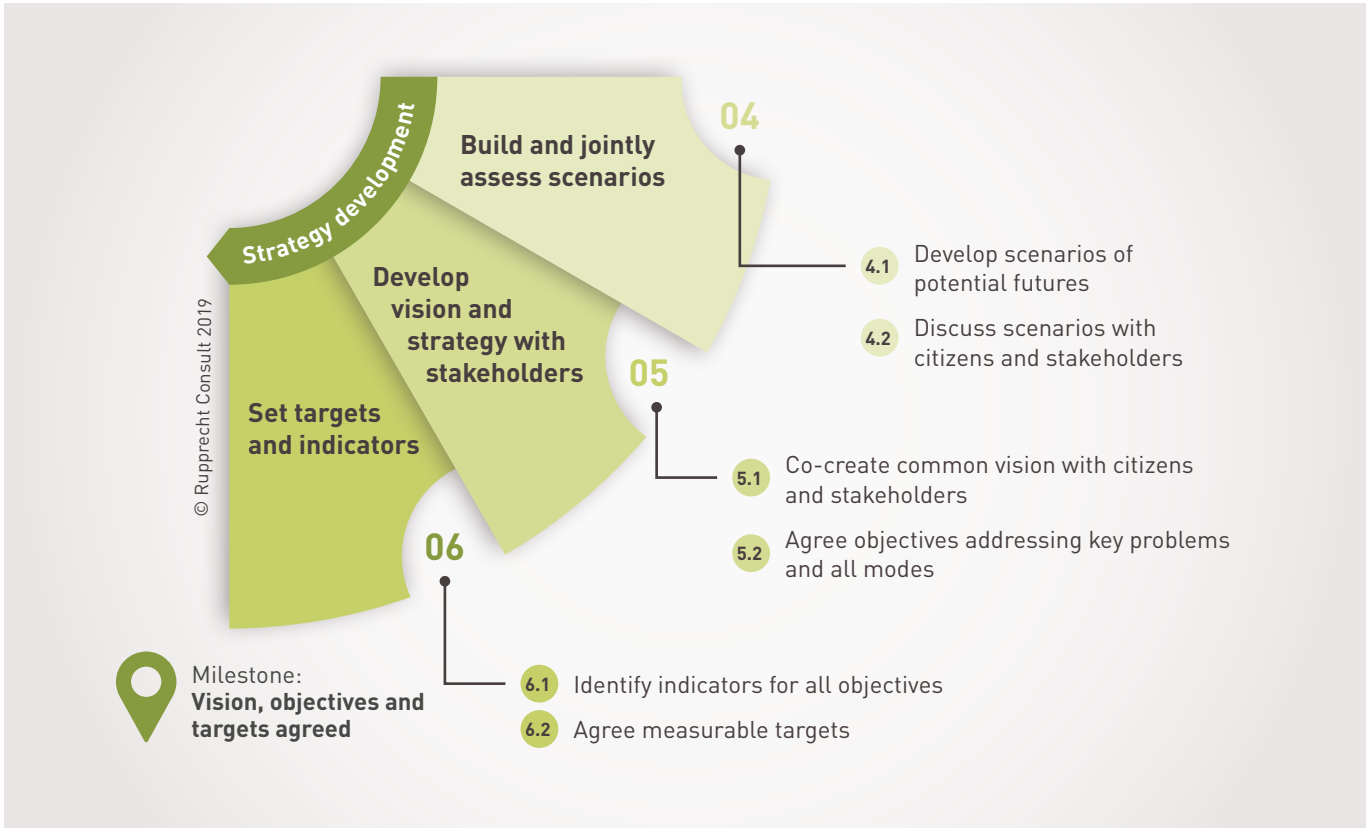
In 2008, Umeå signed the European charter on gender equality in local life and has adopted a strategy for working with gender equality connected to the charter.

Every time the local authority plans a new project, including those for mobility, it tries to integrate an understanding of what this means for women and men, as well as boys and girls. To do so, it has conducted extensive research into men and women's travel patterns, workplaces, and socio-economic situations. Research included a travel habit survey which collected sex-disaggregated data on the mobility modes used by Umeå's citizens.

Umeå found that women in the city tend to work in care, such as in nursing homes, nurseries, schools, and hospitals. This type of work begins early in the morning. As a result, the first road users in the mornings tend to be women. At the same time, women travel more by bike and public transport, meaning that many of the first road users are cyclists. As a result, the city shifted its snow clearing schedules: snow is now cleared from cycling lanes first, with roads only coming after this has been done.

Box 2: The Gendered landscape of Umea Source: *https://genderedlandscape.umea.se/in-english/*

3.2 Strategy development



During the **second phase**, the planning process aims to define the strategic direction of the SUMP, in cooperation with citizens and stakeholders. It does so by developing and assessing future scenarios, co-creating a vision together with citizens and other stakeholders, agreeing on specific objectives that will address the main problems in the city, and developing a list of indicators that measure the fulfilment of these objectives.

3.2.1 Step 4 - Build and jointly assess scenarios

The present, but mostly the future, context that sustainable mobility policies will have to respond to are characterised by high complexity and dynamic change. These new and complex places will face difficulties in shaping themselves according to traditional approaches. Planning for gender-sensitive and inclusive cities can only be achieved by responding to the key factors that will drive future city and societal developments: post-COVID 19 mobility system, large-scale immigration; ageing of the population; continuous urbanisation; digitalisation; and the necessity of climate change action. Scenario building should turn into a visionary exercise where mobility planning goes beyond mere physical planning and becomes a co-creative approach that accommodates the needs of all citizens.

Future scenarios should be discussed and examined in the light of gender equity and inclusivity.

3.2.2 Step 5 - Develop vision and strategy with stakeholders

Defining the vision constitutes a key element in the SUMP cycle and can positively influence the utilisation of a gender-sensitive and inclusive planning approach. It is often difficult to implement projects and reshape spaces within an ex-post process that failed to include a gender-responsive and inclusive approach from its inception. Hence, it is essential to already ascertain the requirements of different user groups during this step, as these strategic decisions significantly impact the extent to which all citizens enjoy the same opportunities in their daily lives.

For example, drawing up a vision of a polycentric type of development that builds on the decentralised distribution of functions within local streets could favour good and easy accessibility. This type of vision is what planners call the vision of the "city of short distances", namely a city that reduces traffic volumes by encouraging densities and mixed-use structures. Such a city will improve the experience of caregiving, shopping, and use of services. Furthermore, in a city of short distances, children and the older people can move independently through the neighbourhood and handle everyday tasks on their own (Manual for Gender Mainstreaming in Urban Planning and Urban Development, Urban Development Vienna, 2013).

It is advisable to formulate gender-sensitive and inclusive strategic objectives that address different city user needs. Making the visioning process participatory and co-creative improves the chances of developing more appropriate objectives. They will be easier to quantify and measure using the gender-sensitive and inclusivity-related indicators that best suit the context.

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These strategic objectives might include, for example, the city of short distances; safe mobility networks; the interaction of public-private spheres; and building a variety of dwelling types in close proximity and with barrier-free access to parks and natural environments (Horelli, 2017).

Within the Manual for Gender Mainstreaming in Urban Planning and Urban Development, the team from Vienna has formulated gender-relevant planning objectives and criteria for developing a qualitative master plan and carrying out detailed project planning. These objectives and criteria have been developed as part of an effort to support commitment to creating high-quality spaces.

Public transport is user-friendly and route-optimised		
Test questions	**Quality characteristics and indicators**	**Notes and comments**
• Are the public transport connections serving the residential zones efficient and geared to the requirements of daily life?	• The public transport stops can be reached on foot and without physical barriers within a distance of 500 m (Underground) and 300 m (tram and bus). • The service intervals are user-friendly also outside peak hours of the working population.	• Good accessibility is above all important for persons who do not dispose of a car for their everyday trips. • In addition to the space needed to accommodate public transport stops, sufficient street width is essential for the secondary network. For buses, this means a lane width of 3.5 m (one-way traffic) and 6.5 m (two-way traffic). • This takes equal account of the requirements of non-working citizens.
User-friendly route networks for pedestrians and cyclists		
Test questions	**Quality characteristics and indicators**	**Notes and comments**
• Are the needs of pedestrians taken account of?	• A close-knot, walkable and barrier-free route network with adequate atmospheric quality is in place. • Street-crossing aids take account of desire lines. • A greened route network is available (e.g. by planting lines of trees). • Small-scale structures for lingering and communication on the street are provided. • There are sufficient barrier-free seats and benches in public space. • Public toilet facilities in public space are available.	• The elimination of local impediments (e.g. advertising boards or posters) and the creation of orientation aids are also part of designing a high-quality route network for pedestrians. • Cf. the evaluation instrument "functional diagram" on p. 79. • The arrangement of seats and benches in areas designed for rest and lingering should take account of the need for both communication and "detachment". • Possibilities to rest must also be provided as a precondition for any sort of mobility for some persons. • Benches or seats with backrests are necessary to ensure that persons with reduced mobility can relax in a sitting position. Armrests are important to help such persons to stand up. • Freely accessible public toilets that are well-lit, clear and barrier-free enable persons in need of this infrastructure facility to take part in public space.

Figure 3: Mobility related Objectives included in the Vienna Manual for Gender Mainstreaming in Urban Planning and Urban Development

Source: Manual for Gender Mainstreaming in Urban Planning and Urban Development, Urban Development Vienna, *www.stadtentwicklung.wien.at*, 2013

The City of Madrid (Spain) has made a strong commitment to improving the quality of life for people living in Madrid, in particular for those who face greater difficulties in their everyday lives. Based on this commitment, the Caring Strategy for People with Disabilities (Estrategia de Atención a Personas con Discapacidad) 2018-2022 was born. It is designed as an integrated set of actions, framed by guiding principles and concrete strategic actions.

The basic purpose of the document is to integrate the disability perspective into the development of public actions, as well as to provide comprehensive and transversal care throughout the lives of people with disabilities that allows them to be offered the same educational, work-related and economic opportunities that other people enjoy. This ultimately facilitates their full social inclusion.

The structural design of the Strategy responds to the principle of horizontality, incorporating nine general areas of action.

The content of the areas includes the specific objectives, the lines of action, and the measures to be carried out. The specific objectives represent the tangible implementation of the guiding principles and strategic objectives that inspired the formulation of the Strategy, while the lines of action and the measures outline the actions to be undertaken to achieve the stated specific objectives.

Box 3: The Strategy is the institutional response of the City of Madrid to the claims of persons with disabilities.

Source: *https://www.madrid.es/UnidadesDescentralizadas/IgualdadDeOportunidades/Publicaciones/planinclusion14/PISOC14.pdf*

3.2.3 Step 6 - Set targets and indicators

Many evaluation tools and practices currently in use are mostly blind to gender concerns, and this is often the case as well when evaluating urban mobility. Thus, it is vital to define a good set of indicators that supports any transport equity analysis conducted.

The identification of targets and indicators that help determine the degree of gender integration and the level of inclusivity should be discussed in an effort to aim for a design that accommodates the needs of women and vulnerable groups. Cities should aim to add a gender and inclusive perspective to urban mobility as an essential approach to consider the diversity of needs and experiences of the above-mentioned citizens.

Defining measurable targets and gender and inclusive specific indicators entails a complex approach based on an integrated framework. This process is based on mixed methods that very often require knowledge building and learning in the field.

Targets and indicators should be selected to reflect various equity issues both for women and for vulnerable groups of people. It is important to also include in the list a number of qualitative indicators that can provide information on experiences, attitudes and opinions of women and vulnerable groups of people. This helps in shaping a more equitable planning process.

The indicators should provide a good overview of how far and how deep women and vulnerable groups have been involved in the planning process and. The set of indicators should enclose various quantifications about:

- Context– the specific situation in a certain environment for women and vulnerable groups of people;
- Characteristics of the population, like occupation, age, ethnic background, economic status;
- Measurements of the efficiency of the management process that provides information regarding the achievement of the gender or inclusivity goals;
- Output indicators to assess the distinct impact specific implemented measures has on women and men and if and up to what level women have been able to take advantage of the supportive mechanisms in place.

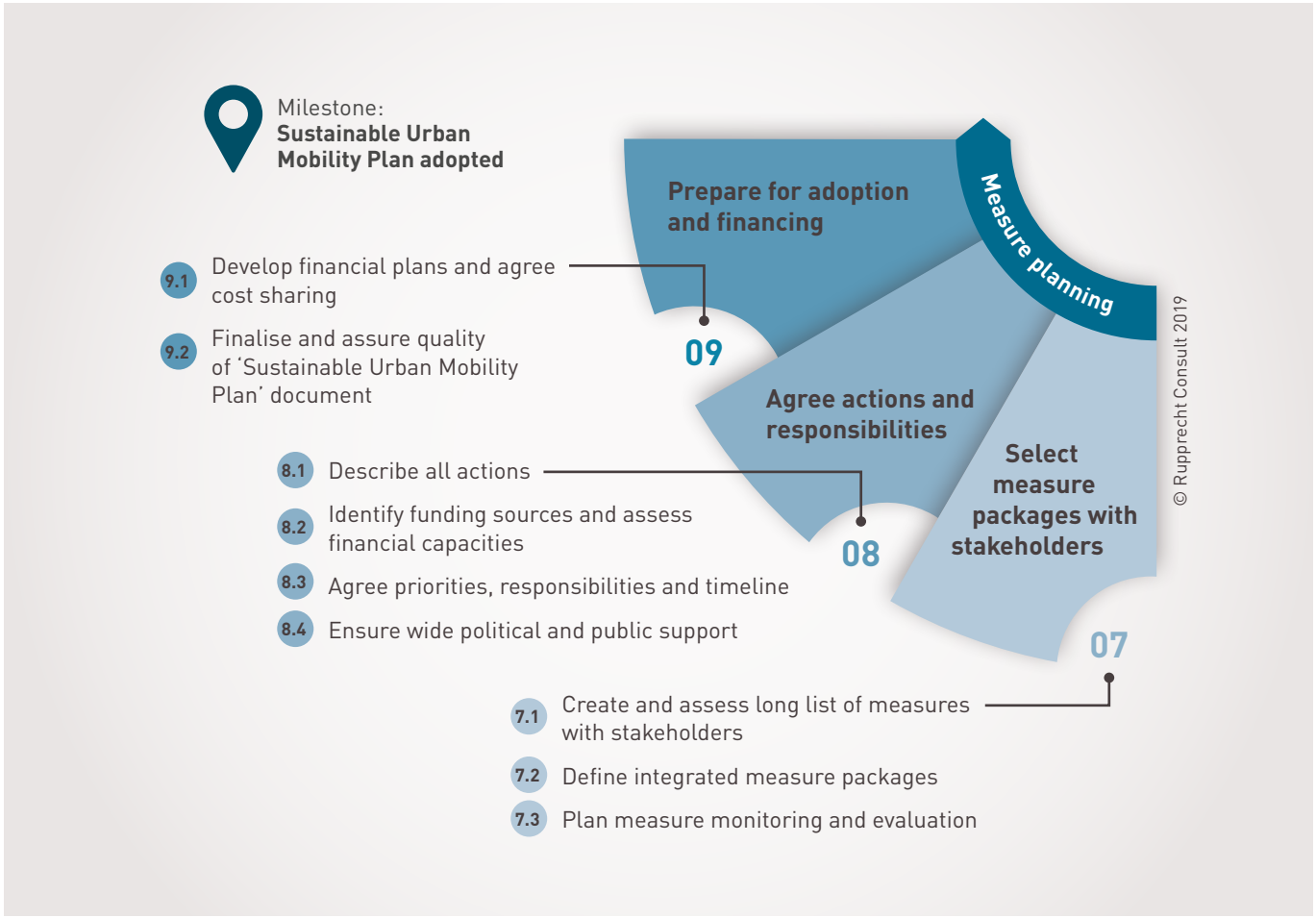
The table below could be a valuable example of various types of equity, categories of people, impacts and measurement units that could support in defining a good set of indicators (Litman et al., 2006)

Types of Equity	Categories of People	Impacts	Measurement
Horizontal · Equal treatment · Equal allocation of funds and other resources · Equal use of public facilities · Cost recovery **Vertical With-Respect-To Income and Social Class** · Transport affordability · Housing affordability · Discounts for low-income travelers · Impacts on low-income communities · Employment opportunities · Quality of services of low-income travellers **Vertical With-Respect-To Need and Ability** · Universal design · Special mobility services · Disabled parking policies · Quality of services of non-drivers	**Demographics** · Age · Gender · Race · Ethnic group · Family status · Lifecycle stage **Income Class** · Quintiles · Below poverty line · Lower-income community residents **Geographic location** · Jurisdictions · Residents of impacted neighborhoods/streets · Urban/suburban/rural **Ability** · People with disabilities · Licensed drivers **Mode** · Walkers · Cyclists · Motorists · Public transit users **Vehicle Type** · Cars/SUVs/motorcycles · Trucks (light and heavy) · Bus · Rail **Industry** · Freight (trucks, rail, etc.) · Personal transport · Vehicle manufacturers **Trip Type and Value** · Emergency · Commute · Commercial/freight · Recreational/tourist	**Public Facilities and Services** · Funding for facilities and services · Parking requirements · Subsidies and tax exemptions · Planning and design of facilities · Public involvement **User Costs and Benefits** · Mobility and accessibility · Vehicle expenses · Taxes and government fees · Road tolls and parking fees · Public transportation fares · Fitness (use of active modes) **Service Quality** · Number of modes available · Road and parking facility quality · Public transport service quality · Land use accessibility · Universal design **External Impacts** · Traffic congestion and crash risk · Pollution emissions · Barrier effect · Hazardous material and waste · Aesthetic impacts · Land use impacts · Community cohesion **Economic Impacts** · Access to economic opportunities · Impacts on economic development · Expenditures and employment **Regulation and Enforcement** · Regulation or transport industries · Traffic and parking regulation · Regulation of special risks	**Per capita** · Per man, per woman · Per commuter male, female/child · Per male/female/young student · Per disabled person **Per vehicle-mile or kilometer Per trip** · Per commute trip · Per "basic mobility" trip · Per peak-period trip **Per dollar** · Per dollar of user fees paid · Per dollar of total taxes paid · Per dollar of subsidy

Table 2: Transportation equity indicators and categories.

Source: Litman T., 2006 / Gender and Urban Transport: Fashionable and Affordable, GIZ / GTZ, 2007

3.3 Measure planning



In the **third phase**, the planning process shifts from the strategic to the operational level. This phase focuses on measures that are to be implemented in order to achieve the agreed objectives and targets.

3.3.1 Step 7 – Select measure packages with stakeholders

Many European cities have developed and implemented gender equity policies, and some have prepared Gender Action Plans. Nevertheless, with a Gender Equality Index score of 67.4 out of 100, the EU Member States reveal an uneven development.[13]

To tackle the different mobility challenges currently faced and to move successfully towards the realisation of an integrated and sustainable transport system, a holistic approach should be adopted. As part of this, gender equity policies and policies relating to vulnerable groups are integrated into a SUMP, while ensuring that the various plans included are synergistic and mutually beneficial. (Rupprecht Consult, Lindenau et al, 2014)

To further support gender equity and inclusive planning, women and vulnerable groups of people should be actively involved in the development of measures included within a SUMP.

The variety of measures that local authorities can choose from when seeking to address gender issues or to promote inclusion in mobility can be grouped under four main categories: availability, affordability, safety and reliability.

[13] *https://eige.europa.eu/publications/gender-equality-index-2019-brief-still-far-finish-line*

- **Availability** – Very often, public transport vehicles and stops, as well as the surrounding public space, demonstrate inadequate design and lack accessibility. Yet there are a number of improvements that can make them equally accessible to all users. Examples of such enhancements are: multi-purpose compartments with additional space reserved for prams or wheelchairs; low-floor buses and trams for easy boarding and exiting; and barrier-free, welcoming and pleasant-to-use stations and stops with clearly visible information on transport services (CIVITAS Policy Note, 2014).

- **Affordability** seeks to make transport affordable for all. High transport costs can be a heavy burden on household budgets, especially for people with low incomes. Moreover, high transport costs act a greater cost burden on women, particularly when considering the numerous multi-stage trips (trip-chaining) they make in order to carry out unpaid care work and to reach social and healthcare services. The inconvenience they experience in having to purchase the numerous single fare public transport tickets they need to be able to complete their trips is high. Measures, such as the increasing of subsidies to reduce fares for specific groups of public transport users or the establishment of an integrated fare system, are important to ensure the affordability of public transport for women and vulnerable groups. (World Bank, 2010)

- **Safety** is one of the central requirements of creating a well-functioning transport system and a welcoming urban environment from a gender and inclusivity perspective. Issues related to safety disproportionately affect women and vulnerable groups of people. In response to these, measures could be implemented to provide women and vulnerable users with the choice of arriving closer to their destination, especially in the evening and at night (CIVITAS Policy Note, 2014). Concern for personal safety is a key factor for women in deciding the mode of transport they use for completing their trips and in determining use of public space. For example, it has been found that women who have the necessary resources often choose to take a taxi or drive a car instead of taking public transport or walking. This is due to a fear of being verbally or physically harassed or attacked. Implementing safety design measures, such as the installation of lighting at transit stops and along roadways, the deployment of staff on public transport and at transit stops, and allowing request stops in the evenings to permit women to get out of buses at locations closer to their final destination, can help alleviate or respond to some of these safety concerns (World Bank, 2010). Please link to "Urban Road safety and Active Travel in Sustainable Urban Mobility Planning" for further information on the safety topic (*https://www.eltis.org/sites/default/files/urban_road_safety_and_active_travel_in_sumps.pd_.pdf*)

- **Reliability** – as already stated previously, women tend to perform trip-chains more than men and travel more frequently during off-peak hours. Local authorities should ensure that reliable transport service options are available during off-peak hours, with buses and taxis operating with sufficient frequency and at the required times. (World Bank, 2010)

Safe walking and cycling year-round in the city of Turku (Finland)

As part of CIVITAS ECCENTRIC, the City of Turku wants to promote safe walking and cycling at all times of year, including during the snowy season. To reach the goal of year-round high-quality cycling and walking options, a study on available and innovative methods for winter cycle path maintenance was carried out in the city of Turku. The methods best suited to Turku were then chosen on the basis of study's results. One of those selected for testing was the sweep-salting of bicycle paths to keep them free of snow: this was done on a pilot route 12km long. In addition, research into the state of the city's main cycling network was conducted, resulting in a renewal plan outlining network and infrastructure improvements. Enhancements to infrastructure found along the pilot cycling route required some rerouting of cyclists and pedestrians.

Different safety measures for bicycle and pedestrian routes located along, or near, construction sites have also been implemented. This measure includes constant monitoring of the number of cyclists and pedestrians in the city in order to monitor whether the measure is achieving its objectives. For this reason, a 'cycling barometer' is being used to guarantee accurate measurements.

Box 4: Turku – Safe Walking and cycling year-round in the City of Turku

Source: CIVITAS ECCENTRIC Turku City Partner

Transfer in Munich (Germany) - Exchanging communication and information technology for everyday mobility between generations

As part of the CIVITAS ECCENTRIC project, the City of Munich wanted to enable senior citizens to organise their daily mobility with the help of modern communication devices, such as computers, tablets or smartphones. To achieve this, the city involved teenagers in workshops in which they pass on their competencies with ICT devices to older generations. Both groups - teenagers and older people - acquired knowledge of sustainable travel options during this process, and became motivated to use environmentally friendly means of transportation. As a result of the workshops, older people felt empowered to plan their mobility independently and with the help of ICT.

To equip the teenagers with the necessary skills, staff specialised in education from Green City e.V (a Munich-based NGO) trained them in technologies and devices for mobility planning and their use. This initial training consisted of up to four sessions and covered the use of applications on smartphones and tablets and using the internet, with a particular focus on mobility planning services.

The first training session went into detail on important skills for interacting with older citizens. This included practical exercises with an old age suit that help teenagers to put themselves into the shoes of older people and to fully understand their limitations and needs. Following the training, the teenagers were equipped to pass on their knowledge. During the subsequent workshops, they assumed the role of teachers and supported older people in familiarising themselves with modern information technology and the ways in which it can support them in planning their day-to-day mobility needs. Ultimately, the teenagers took on full responsibility for the learning experience.

The workshops were very well received by both the teenagers and older people who took part. While teenagers gained social skills and were involved in supporting their community, the older participants found the format engaging and had good learning experiences during the workshops.

Box 5: Measure that aims to support vulnerable groups implemented in Munich - Exchanging communication and information technology for everyday mobility between generations

Source: CIVITAS ECCENTRIC Munich City Partner

The City of Madrid decided to improve public space on the city's outskirts to meet the needs of all citizens, including children and older people. When doing so, it opted for a participative approach.

The city involved vulnerable population groups directly in the development of new public space policies and measures. The solutions that resulted from the participative approach were included in Madrid's SUMP, resulting in meaningful policy guidelines that address mobility management for vulnerable groups.

Older people

In Madrid, 20.4% of citizens are over 65 years old and 32% are over 55 years old. Ensuring they have autonomy over their own mobility is not only a social priority, but also an economic one. Madrid's objectives also include fostering a social network, facilitating mobility autonomy, and supporting healthy mobility behaviour. To do this, the city's activities aim to:

- Improve older people's experiences on public transport;
- Enhance urban space for pedestrians; and,
- Increase older people's self-esteem and sense of self-worth.

As part of the EU-funded project CIVITAS ECCENTRIC, Madrid cooperated with senior citizens' groups to analyse several public spaces, including parks. In several rounds of discussion groups, they were asked to describe the main problems they encountered and to come up with solutions they would like to see to these in public space. They also took part in an intergenerational activity to map out the current public transport situation.

Following an empowerment-centred approach that considers older people capable of improving their surroundings, the city also involved this group in the execution of some of the solutions developed. Indeed, the citizens' groups designed and carried out several campaigns themselves.

To promote active and sustainable transport modes among peers, a senior communication team was formed. This group was trained in media skills, such as video production and radio; this enabled them to act as campaign leaders who developed a targeted communication campaign for fellow older citizens. This campaign challenged common perceptions of older people as being dependent, breaking with stereotypes and promoting a proactive attitude. A workshop for fellow older people was organised to collect ideas for improving the neighbourhood.

A group of older people set up the club "Walk with Us", which organised walks for older people through their neighbourhood twice a week. The club has designed slogans for t-shirts and jumpers: "My driving force is my feet" and "My antidepressant is walking with my friends".

Following the indications and ideas given by groups of older citizens during the workshops, a plaza has been redesigned to include more benches and street furniture. For people with severely limited mobility, screens have been installed in the halls of four senior centres that show bus schedules (the line number and waiting time). This means they do not have to wait at the bus stop in the heat, cold, or bad weather.

These activities have had a major impact on older people's quality of life. They became dignified first-class active citizens, able to improve their surroundings.

In quantitative terms, the project has had the following impacts:

- Subjective security perception on a scale of 1 to 5 has changed: from 3 points in 2017 to 3.9 points in 2019.
- In August 2019, 75% of trips were made on foot. This was the main way to travel and marked a significant increase from 66% in 2017.
- The acceptance: all the people interviewed expressed their full support for the actions undertaken. In terms of *satisfaction*, the scores were high among older people (4.9 points out of 5) and children (4.8 points out of 5).
- The CO_2 emissions saved per year are estimated at 540 tons in the Vallecas district.

School children

Despite the relative vicinity of their school, children do not often travel to school by bike of foot, but instead get dropped off by their parents by car. This is due to several reasons, including a perceived higher risk of accidents and injury during walking and cycling trips.

Madrid decided it needed to take a proactive stance to challenge this perception. It involved schools in a programme that took several steps to include all parties in promoting active and sustainable travel modes for kids and teenagers. Children were trained in using bikes, first on the school playground and then on the streets surrounding the school. The city found that when girls hit puberty, their rate of cycling drops significantly. This is why it decided to target girls specifically and empower them to continue to use their bikes.

The kids were also involved in some of the intergenerational activities involving older citizens. The campaigns were supported by information events about "urbanism and mobility" for students, which aimed to foster enthusiasm for their environment and an understanding of urban mobility challenges.

Box 6: Madrid - combining mobility planning for children and the older people with a gender sensitive approach

Source: CIVITAS ECCENTRIC Madrid City Partner

Although single measures may be effective, isolated measures of one single type do not, in general, go very far in diminishing mobility problems. It is more advisable to go, as far as possible, for a combination of several balanced and comprehensive solutions, rather than to seek a one-to-one correspondence between problems and countermeasures.

3.3.2 Step 8 - Agree actions and responsibilities

At this point, it is important to ensure access to the necessary funding and expert staffing. SUMP measures that aim for gender-sensitive and inclusive environments can be fully and successfully implemented if all relevant institutional players are assigned clear responsibilities, lines of accountability, and adequate resources are identified.

3.3.3 Step 9 - Prepare for adoption and financing

In an environment of increasing demographic pressure and growing financial challenges, the ability to redesign services in ways that make the best use of scarce resources is critical.

Therefore, all specific measures that relate to creating gender-responsive and inclusive environments need to be encapsulated within the overall budget framework of the SUMP to guarantee their inclusion.

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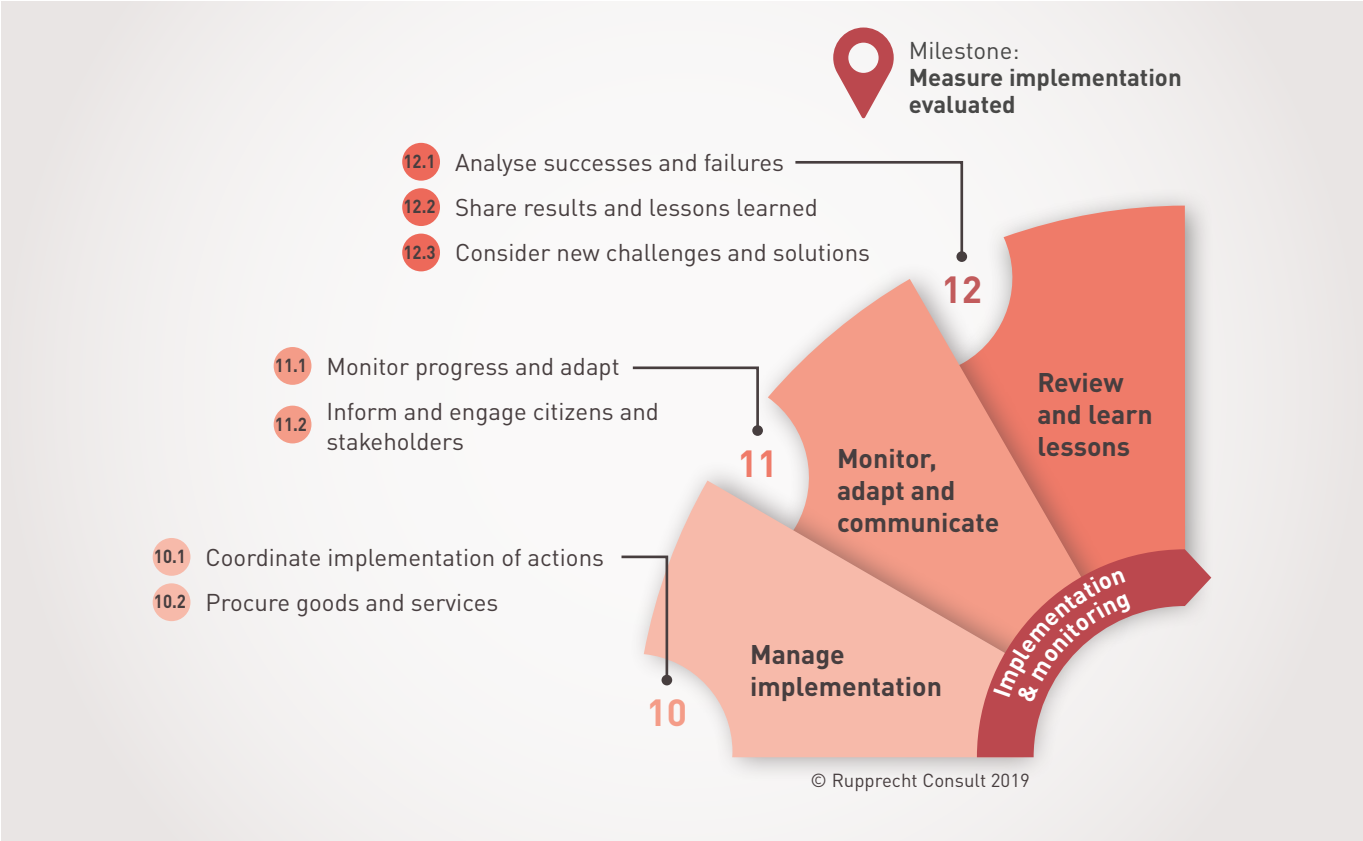
When the gender lens is applied to the urban development process, gender-responsive budgeting emerges as an important tool highly relevant for the process of preparing financial allocations, not just for the line items included. It reflects on how budget decisions are made, the assumptions that inform them, who decides and who influences decisions, and who is left outside the budgeting process. (Brown, Adeishvili, 2018).

According to the Council of Europe's widely used definition[14],"gender budgeting is an application of gender mainstreaming in the budgetary process. It involves conducting a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process, and restructuring revenues and expenditures in order to promote gender equality" (EIGE, 2020).

Since budgets are essentially institutional tools to carry out policies and governmental plans, gender budgeting enables governments to analyse the differential impact of budget programmes on women and men and adjust these programmes as necessary to rectify this difference. By fully applying gender budgeting, the full integration of gender perspectives at all stages of budgeting and planning processes will be ensured.

[14] Council of Europe (2005), *Gender Budgeting: Final report of the Group of Specialists on Gender Budgeting*, Council of Europe, Equality Division, Directorate-General of Human Rights, Strasbourg.

3.4 Measure planning



The **fourth and final phase** focuses on implementing the measures and related actions defined in the SUMP, together with the procurement linked to this. This is accompanied by systematic monitoring, evaluation and communication. All of the above will feed into the learning process.

3.4.1 Step 10 – Manage implementation

Procurement processes have very often produced biases against women and other groups of city users. The need to take into consideration gender equity and inclusion could serve as an opportunity to make qualitative demands from an equality perspective in public procurement.

Public procurement has great potential to promote gender equity and inclusivity if specific aspects and clauses are incorporated into contracts.

A checklist like the following should be looked at to understand whether the requirements in the contract have been properly formulated:

- How can gender equality perspective be integrated into that particular service?
- Does the public service concern women and men, girls and boys and vulnerable group of people? What impact will it have on men and women as well as other groups?
- Can this service have consequences that make it essential to undergo a gender analysis?
- Are the presented statistics related to the public service gender disaggregated?
- Is there a connection between the public service and the gender equality objectives that the municipality or county has set up?

Swedish procurement legislation explicitly calls for social considerations to be taken into account in public procurement. A guide has been developed to inform on the legal possibilities of imposing gender equality requirements within public procurement. The guide has primarily been elaborated for politicians who wish to increase their knowledge on gender equality issues and to improve quality of services. It provides concrete examples of how requirements on public procurement can be carried out, and aims to encourage local authorities to start using this as an instrument to advance gender equality. It is a question of ensuring that all citizens are offered equal services regardless of gender, as well as a matter of increasing efficiency and quality of services. Additionally, there are laws in Sweden that require measures on anti-discrimination and that social factors are considered in the prerequisites when drawing up public procurement contracts.

Box 8: Swedish procurement legislation

Source: Observatory – European Charter for Equality of Women and Men in local life, 2012

3.4.2 Step 11 – Monitor, adapt and communicate

Over the past few years, various mobility actions and projects have attempted to facilitate women's mobility, as well as to design accessible, safe and inclusive environments for vulnerable groups of people that make trips in a city. Yet the social and economic impact of such interventions has not been rigorously evaluated. While a number of initiatives have been discontinued due to financial reasons and others have been recently launched, the economic and social benefits for these specific groups have rarely been documented or studied systematically.

When integrating the gender and inclusiveness perspective into all stages of the planning process, monitoring and evaluation will assess the impact specific measures have on promoting equitable transport for women and will refine these measures, if necessary, at a later stage. Evaluation invites profound analysis, the clarification of issues, and the identification of new concepts and approaches to be used and gender-specific actions to be taken. It also leads to the redesign of specific measures for a more inclusive urban environment.

New management tools have to be used to be able to understand the effectiveness of measures, new patterns have to be established in the allocation of human and financial resources, and performance should be monitored. Utilising such monitoring methods and techniques is a good way of gauging the progress made towards more gender-responsive mobility planning and a more inclusive urban environment.

In Berlin, the implementation of Gender Main¬streaming processes within the scope of urban development is monitored at the urban level such as the Senate Department, as well as in the individual districts by women- and gender committees.

The gender committee includes five area committees and one main committee. The main committee is responsible for the entire project and, among other things, it develops the target and quality criteria as well as the in¬dicators that support the evaluation of implemented measures following the gender aspects. The key components of the process monitoring are:

- the relevance and sys¬tematic use of gender diversity aspects
- the conveyance of subject-specific gender diversity knowledge with regard to specific measure design
- practical use of gender criteria or gender and culture sensitive methods or instruments in procedures, workshops and project.

Box7: Monitoring process in urban development implementation in Berlin - supervision by the gender committees

Source: *https://www.stadtentwicklung.berlin.de/soziale_stadt/gender_mainstreaming/download/gender_broschuere_englisch.pdf*

The UK Department of Environment, Transport and the Regions (DETR) commissioned a gender audit checklist that is useful as a monitoring tool. The tool assesses how well local transport meets women's needs, identifies priorities for campaigning, lobbying and negotiations, while also measuring the progress of operators and local authorities towards gender-based targets. (Hamilton, K. et al., 1999).

Basic gender and urban transport checklist

1. Has the urban transport program or project identified male and female participants, clients and stakeholders?
2. Has baseline data been collected and ana-lyzed on gender relations, roles and identities within the urban environment and the use of transport?
3. Has the urban transport program or project taken into consideration the analysis of gender relations, roles and identities and introduced a component or transport measure to address a gender issue?
4. Has the urban transport program or project developed an indicator that measures gender specific outcomes and evaluate the effective-ness of the component or measure designed to address the above-mentioned gender issue?
5. Has transportation planning been based on lo-cal conditions and specific and local needs of men, women, youth, elderly and the disabled? Have statistics and situations in developed countries been referenced and adapted to re-flect the needs and resources in developing countries?
6. Have jobs and social services been brought closer to men and women by developing ac-cessible land use patterns
7. Has the issue of personal mobility and access of non-drivers, of which a majority are women and the elderly, been thought through? Have policy, planning or investment practices that favor automobile travel over other modes or lead to automobile dependency been avoided?
8. Have the implications of policies and projects that degrade pedestrian and cycling conditions, such as new highways that divide existing com-munities or eliminate walkways been considered. Have measures been implemented to control vehicle traffic volumes and speeds, particularly in urban neighborhoods?
9. Has the participation of various stakeholders in the transportation planning and decision making been facilitated?
10. Has comparative advantage been given to tra-ditionally socially and transport disadvantaged by applying full-cost pricing to automobile travel, road pricing, parking pricing and fuel taxes and distance-based charges?
11. Provide transportation consultation and infor-mation on transportation choices available.
12. Have you looked at the supply of females into the transportation field? Has gender been inte-grated in engineering education and measures put in place to groom women's leadership in transport planning?

Table 3: Basic gender and urban transport monitoring tool checklist

Source: Gender and Urban Transport: Fashionable and Affordable, GIZ / GTZ, 2007.

3.4.3 Step 12 – Review and learn lessons

Many initiatives are replicated without accounting for previous lessons learnt and assessing their effectiveness. All implemented projects should be documented, monitored and studied, and their success should be evaluated through criteria that considers both the financial costs and the social benefits.

It is important to ensure that when planning for gender-responsive mobility, the activities carried out at a certain time are not enclosed in a single loop process that, once it is closed, considers any related issues as having been clarified. Instead, gender mainstreaming and the development of inclusive urban environments are part of a continuous process that needs to go through extensive learning loops to adjust to new knowledge and newly generated data. All work done on designing and implementing gender-responsive mobility measures involves working with a process in which all stakeholders involved develop along with the topic itself. There is also a significant capacity building aspect involved in gender mainstreaming, as this process entails the transformation of institutional procedures and of organisational culture.

It is up to the local authorities to address women's and the vulnerable groups' travel needs and to adequately consider them during the planning and implementation of gender-sensitive and inclusive urban mobility policies and programmes.

4. Lessons learned and recommendations to implement gender-sensitive and inclusive planning in cities

Lessons learned: Understanding mobility needs

Women's travel choices

Women tend to use more public transport and walk more (Levy, 2016), while men often use more private modes such as cars, motorcycles and bicycles. These differences are accentuated by income, as women with a low income are those who walk the most. When a household has access to a vehicle, women are the last to gain access to them - even bicycles. They are also less likely to have a driver's license (Levy, 2016).

A range of social considerations affect women's modal choice. Women fear more for their own security than men, something that is closely associated with (the threat of) sexual assault and harassment in public space and on public transport. According to the 2017 survey carried out by the European Transport Workers' Federation, 63% of respondents expressed that they had experienced violence from customers (49%), from colleagues (22%) and from managers/supervisors (17%). Among the women who reported an incident, 80% did not believe that their complaint had any negative consequences for the perpetrator, or resulted in a safer workplace. This is a serious concern for women who seek to develop careers in the transport sector (OECD, 2018).[15] One of the largest studies conducted on sexual harassment in Europe found that almost half of the 42,000 women surveyed had restricted their freedom of movement based on the fear of gender-based violence (FRA, 2014)[16]

This profoundly affects women's mobility decisions and their access to the city.

Women's travel patterns

Women have different travel patterns that are shaped by their social role. They often perform a greater share of care duties within the household, and so they must combine trips associated with this role – such as shopping and taking children to school or nursery – with their daily commute. This results in an increased number of shorter, connected trips – 'trip-chaining' – and a higher rate of off-peak travel for women than for men (Chant & McIlwaine, 2016; Levy, 2013, 2016).

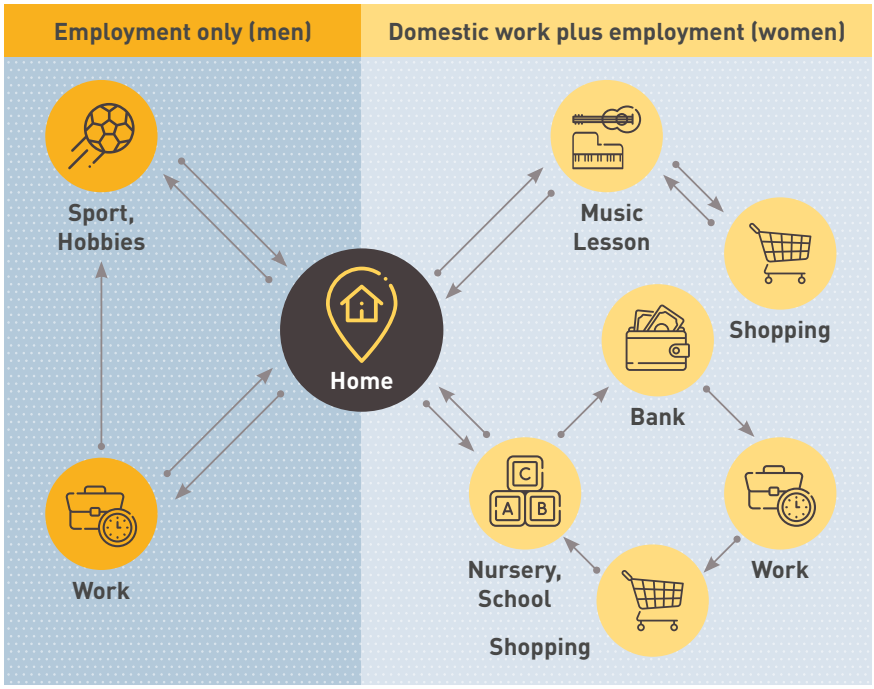


Figure 4: A normal day for women from Western Europe

Source: CIVITAS Policy Note. Maffii, S., Malgieri, P., Di Bartolo, C. Gender equality and mobility: mind the gap!

[15] *https://www.itf-oecd.org/sites/default/files/docs/womens-safety-security_0.pdf*

[16] *https://fra.europa.eu/sites/default/files/fra_uploads/fra-2014-vaw-survey-main-results-apr14_en.pdf*

Vulnerable groups

Traditional urban planning has often failed to address the needs of vulnerable groups of people and to enable them to reach their destinations safely, comfortably, and independently. They face physical and technological barriers that can limit their mobility and turn daily trips into a challenge.

In addition to vulnerabilities linked to physical factors, the digitalisation of mobility risks excluding other people, for instance those who cannot afford a smartphone or the required data costs, or who cannot properly access or are uncomfortable using the related technology (be it devices, software, applications, or websites).

Another issue related to digital solutions is that they often remove the personal element which is so important for addressing the social isolation that these groups regularly face.

Thus, while digitalisation does bring opportunities to make information and resources more readily available, the new barriers and complexities it entails must be acknowledged and addressed.

Finally, as the average age of the population rises (at least in Europe) and with it the proportion of older people, an increased number of citizens with particular mobility needs is anticipated.

This combination of trends further increases the urgency of planning accessible mobility for all.

How cities should act

Planning, urban design and mobility policy all have an effect on everyone's ability to reach their destinations comfortably.

When planning for inclusive mobility, it is key to adopt an **integrated planning approach** that spans across departments. Quick fixes will not get to the core of the problem. Instead, it is well-thought-through urban design and planning that offers the chance to make cities more inclusive and accessible for all.

Recognising and understanding specific mobility needs allows mobility planners to plan proactively and comprehend how their choices impact the mobility options available to all citizens including men, women, older people, and young children, people with disabilities, those living in poverty, and people who experience social exclusion due to racism and other forms of discrimination.

Mobility - or rather the ability to reach destinations independently - is a basic requirement to lead a healthy and fulfilling life and is described as a basic human right.

Therefore, it is key for policymakers and planners to enable all groups of the population to enjoy this right.

Competence and skills in gender-sensitive and inclusive planning are an integral part of planning expertise, which contribute to more sustainable cities. It is required to increase the capacity at city level. Often, executives in senior positions may hold unconscious biases, as they were educated in a transport planning tradition which taught them that improving transport would mainly mean building more roads that would favour transport by private cars. This has led to a bias towards speed- and distance-based transport planning, which has been to the detriment of the walkability and proximity of services. A paradigm change in the type of planning favouring walking and service proximity would have a positive trickle-down effect on women and vulnerable groups of people.

A key consideration when adopting a gender-sensitive perspective in sustainable urban mobility planning is to ensure a gender balance among decision-makers in the transport and infrastructure sector. Ensuring more women are in higher positions within the transport sector will help include a female perspective on different issues within transport planning.

The integration of the **gender perspective and the inclusiveness in every stage** of the SUMP planning process is not a goal in itself, but a means for achieving equitable cities. This should be done at all stages of the planning process: from setting priorities, timelines, objectives, expected outcomes and/or targets to promoting gender equity and inclusiveness. The planning process should be accompanied by information and awareness campaigns, media strategies and regular process reviews.

Partnerships should be developed and 'allies' got on board who can support the cause publicly and in their day-to-day lives. This also includes using gender sensitive language and gender-neutral signage. More

generally, training government officials helps create policies that favour gender sensitive and inclusive planning.

Responsible authorities can improve the evidence base linked to and their understanding of the needs of these groups through more inclusive data collection and exploitation; this should be disaggregated and gather information on trip purpose. To build up a full picture of users, non-transport data can also be helpful, such as the number of single households with children in the area and the number and types of jobs with a male/female bias. Furthermore, it is worth mentioning that, traditionally, many trips under 15 minutes are not counted in travel surveys.

Undertaking extensive and systematic **consultations** throughout the planning process is vital, as is investing time in building up stakeholder capacity. Many women and people belonging to vulnerable groups are under time-constraints and/or do not know how to engage effectively in the stakeholder consultation process. This means that the information gathered may only represent a small proportion of their needs.

The monitoring and evaluation process is an iterative process, and similarly not all aspects of inclusiveness can be achieved at once. Rather, progress is made step-by-step, and this needs to be reflected in the approach. Indeed, not including and documenting efforts to advance inclusion within the SUMP process will diminish the chances of the SUMP fostering sustainable and universally accessible transport significantly.

Evaluation's importance cannot be overstated. Should the balance of interests and needs among different users not be found initially, effectively evaluating measures enables the approach to be altered accordingly.

This helps create a virtuous cycle of planning and monitoring in which the implemented measures respond to specific needs and, overall, leading to an equitable city in which all can move freely, safely and comfortably.

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