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**REPORT TO THE UNITED NATIONS ECONOMIC COMMISSION
FOR EUROPE EXECUTIVE COMMITTEE ON THE IMPLEMENTATION OF THE
PRIORITIES OF THE UNECE REFORM FOR STRENGTHENING
SOME ACTIVITIES OF THE COMMITTEE**

Review of gender issues in transport

Note by the secretariat ^{1/}

The Committee may wish to note that the Bureau, at its meeting on 27-28 November 2008, considered the attached document and welcomed and appreciated the efforts of the secretariat to present a review of gender issues in transport containing valuable information for the Committee's future work.

Noting that the United Nations Economic Commission for Europe (UNECE) Executive Committee had asked all sectoral committees to set up a mechanism to ensure that gender is effectively mainstreamed into relevant areas of the Programme of Work and to include gender mainstreaming into the annual report to the Executive Committee, the Bureau requested the secretariat to submit the attached document to the seventy-first session of the Committee for consideration, and recommended the Committee to endorse the document.

^{1/} This document should be considered in conjunction with the ECE/TRANS/2009/7 and ECE/TRANS/2009/8.

INTRODUCTION

1. Gender mainstreaming was established as the global strategy for promoting gender equality through the Platform for Action at the United Nations Fourth World Conference on Women in Beijing in 1995. Two years later, the Economic and Social Council (ECOSOC) adopted conclusions on “Mainstreaming the gender perspective into all policies and programmes in the United Nations system”. In those conclusions, the Council defined gender mainstreaming as: ..”the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels, as 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 so that women and men benefit equally and inequality is not perpetuated.” Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities - policy development, research, advocacy/ dialogue, legislation, resource allocation, and planning, implementation and monitoring of programmes and projects.

”... governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes so that, before decisions are taken, an analysis is made of the effects on women and men, respectively.” The Beijing Platform for Action (PFA), 1995

2. Equality between women and men (gender equality): refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration – recognizing the diversity of different groups of women and men. Gender equality is not a ‘women’s issue’ but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.

”Human development, if not engendered, is endangered... Moving towards gender equality is not a technocratic goal – it is a political process. It requires a new way of thinking – in which the stereotyping of women and men gives way to a new philosophy that regards all people, irrespective of gender, as essential agents of change... Investing in women’s capabilities and empowering them to exercise their choices is not only valuable in itself but it is also the surest way to contribute to economic growth and overall development... What it requires is a firm political commitment, not enormous financial wealth.” Mahbub ul Haq, Human Development Report, UNDP, 1995

3. The term ‘gender mainstreaming’ sounds complex, but it can easily be explained. It means putting a gender equality perspective into mainstream policies. The Council of Europe defines it as ‘the (re)organization, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making’.

4. How is gender mainstreaming done? The first step is an assessment of the linkages between gender equality and the issue or sector being worked on, that is, to identify the gender implications of working on, for example, environment, poverty elimination, health development,

and all other areas of development. This involves understanding why promotion of gender equality is important for securing human rights/social justice for both women and men, as well as for achievement of development goals. Secondly the opportunities for introducing gender perspectives need to be identified in the work tasks undertaken. These opportunities or entry-points can be found in research and analysis, policy development, use of statistics, training events and workshops/conferences, as well as in planning and implementing projects and programmes. Thirdly an approach or methodology has to be identified for successfully incorporating gender perspectives into these work tasks in a manner which facilitates influencing goals, strategies, resource allocation and outcomes. This could include, for example, giving attention to gender perspectives and the goal of gender equality in terms or reference and job descriptions.

“We also resolve to promote gender equality and the empowerment of women as effective ways to combat poverty, hunger and disease and to stimulate development that is truly sustainable.”
The Millennium Declaration, United Nations, 2000

I. GENDER ISSUES IN THE CONTEXT OF UNITED NATIONS

A. Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women (OSAGI)

5. The Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women (OSAGI) was created in 1997. The Office's main objective is to promote and strengthen the effective implementation of the Millennium Declaration, the Beijing Declaration and the Platform for Action of the Fourth World Conference on Women (FWCW) held in Beijing in 1995, and the Outcome Document of the special session of the General Assembly on Beijing+5. Beijing Platform for Action (1995) called Member States to create and modify programmes and policies that recognize and strengthen women's vital role in food security and provide paid and unpaid women producers, especially those involved in food production, such as farming, fishing and aquaculture, as well as urban enterprises, with equal access to appropriate technologies, transportation, extension services, marketing and credit facilities at the local and community levels; furthermore, to ensure that women's priorities are included in public investment programmes for economic infrastructure, such as water and sanitation, electrification and energy conservation, transport and road construction; promote greater involvement of women beneficiaries at the project planning and implementation stages to ensure access to jobs and contracts.

6. OSAGI is charged, inter alia, to follow-up on the implementation of the Platform for Action and Beijing+5 through provision of oversight and policy guidance to the Division for the Advancement of Women on substantive servicing of the General Assembly, ECOSOC, the Commission on the Status of Women, gender analysis, advisory services and outreach; mainstreaming of a gender perspective in the work of programmes and activities of intergovernmental forums, entities of the United Nations system, other intergovernmental bodies and Member States; and the integration of gender perspective in all programmes and policies.

7. The Commission on the Status of Women in 1997 presented, inter alia, the following conclusions: “Governments, in partnership with the private sector and other actors of civil society, should strive to eradicate poverty, especially the feminization of poverty, to change

production and consumption patterns and to create sound, well-functioning local economies as the basis for sustainable development, inter alia, by empowering the local population, especially women. It is also important for women to be involved in urban planning, in the provision of basic facilities and communication and transportation networks, and in policies concerned with safety. International cooperation should be strengthened to achieve this end.

B. Economic Commission for Europe

8. The fifty-seventh annual session of UNECE addressed for the first time gender aspects of the economic trends in the region. The Commission discussed policy implications of the situation on labour markets and the debate focused on job creation. One of the issue papers presented gender aspects of changes in the labour markets in transition countries. It showed that, until recently, women absorbed a disproportionately large share of employment cuts and had less job opportunities related to the development of the private sector. The participants from several countries underlined that gender aspects need more attention at policy levels. They also stressed that UNECE activities in the area of gender and economy should be further developed to better assist member countries to address gender aspects of economic policies, especially in supporting women's entrepreneurship. UNECE has begun to promote gender-sensitive economic policies through disseminating good practice and organizing capacity-building workshops for policymakers on such subjects as small and medium-sized enterprises, business associations and women entrepreneurship; contributing to building a gender-sensitive information society; developing methodologies; collecting gender-disaggregated data; and training on gender statistics.

C. United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP)

9. The Transport and Communications Bulletin No. 76 of UNESCAP was devoted to gender and transport. The Bulletin notes that in recognition of the gender-based difference, many Governments have taken initiatives to promote the gender issues in transport. Many promising approaches have been considered in both policy planning and project interventions. Interventions by various interest groups have also had positive results. The Bulletin presents six articles for sharing such experiences, ideas and information, so that decision-makers and policy planners can be aware of them and consider them for implementation. The articles discuss important policy issues related to gender and transport and were expected to increase awareness of the necessity of considering gender issues in transport and other infrastructure development through an integrated approach that can effectively address the mobility constraints of women and promote women's empowerment by facilitating their participation in wider social, political and economic opportunities.

D. International Labour Organization (ILO)

10. The primary goal of the ILO is to promote opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity. ILO considers gender equality as a key element in its vision of Decent Work for All Women and Men for social and institutional change to bring about equity and growth. The main focus or thematic areas of the ILO on gender equality coincide with the organization's four strategic goals: to promote fundamental principles and rights at work; to create greater employment and income

opportunities for women and men; to enhance the coverage and effectiveness of social protection; and to strengthen social dialogue and tripartism. The key ILO conventions on gender equality are: the Discrimination (Employment and Occupation) Convention, 1958 (No. 111). It requires member States to pursue a national policy to promote equality of opportunity and treatment in respect of employment and occupation, with a view to eliminating discrimination; and the Equal Remuneration Convention, 1951 (No. 100) specifically addresses the issue of equal remuneration for women and men for work of equal value.

II. INTERNATIONAL AND SELECTED NATIONAL INITIATIVES TO INTEGRATE GENDER CONSIDERATIONS IN TRANSPORT

11. International organizations and development institutions are increasingly taking note of the need to better integrate gender concerns into transport sector issues and policies. For example, in 1999 the World Bank acknowledged that “because women are vulnerable members of society and their productive roles are sometimes not fully reflected in sector strategy, considering how transport policies and projects address women’s needs is important for socially and economically sustainable transport policy. Yet little attention appears to have been paid to women’s needs in transport projects”.^{2/} More recently, The World Bank’s Group Transport Business Strategy for 2008-2012,^{3/} notes that transport will need to play a key role in meeting the third and fifth Millennium Development Goals (to promote gender equality and empowerment of women by eliminating gender disparity in education, and to improve maternal health). The Bank has also initiated a Gender and Transport Thematic group that has carried several case studies on gender issues in both rural and urban transport projects. Several other development institutions, such as the Swedish International Development Cooperation Agency (SIDA) and the Canadian International Development Agency (CIDA) have also recently published policy papers seeking to better integrate gender concerns into infrastructure lending, including transportation.

A. European Commission

12. The European Union (EU) has a long-standing commitment to promoting gender equality, enshrined in the Treaty in 1957, in directives and a corpus of case law. Article 2 of the Treaty recognises gender equality as a fundamental task for the Community. The Community legal framework ensures that women and men are equal before the law and a wide range of action has been taken at European and national level. However, gender equality in the EU is still being undermined by the fact that women and men do not have equal rights in practice and under-representation of and violence against women show that there are structural gender inequalities. Continuous support is therefore deemed to be necessary to make gender equality effective in all spheres of life.

13. The Community Programme on Gender Equality (2001-2005) was designed to promote gender equality, in particular by providing assistance and support for the Community Framework Strategy. Objectives of the Programme were to promote and disseminate the values and practices underlying gender equality, to improve the understanding of issues related to gender equality, including direct and indirect gender discrimination and multiple discrimination against women,

^{2/} “Gender and transport :A rationale for action”, The World Bank PREM notes, January 1999

^{3/} Safe, Clean and Affordable Transport for Development , World Bank’s Group Transport Business Strategy for 2008-2012, The World Bank 2008

by evaluating the effectiveness of policies and practice through prior analysis, monitoring their implementation and assessing their effects, and to develop the capacity of players to promote gender equality effectively, in particular through support for the exchange of information and good practice and networking at Community level.

14. The Community Action Programme relating to the Community Framework Strategy on gender equality (2001-2005) was adopted by the Council in 2000 to run from 1 January 2001 to 31 December 2005, with a budget of EUR 50 million. This Programme has the following objectives: (i) to promote and disseminate the values and practices underlying gender equality; (ii) to improve the understanding of issues related to gender equality, including direct and indirect discrimination and multiple discrimination against women, by evaluating the effectiveness of policies and practices through prior analysis, monitoring their implementation and assessing their effects; (iii) to develop the capacity of key players non-governmental organizations (NGOs), social partners at EU level, transnational networks of regional or local authorities) to promote gender equality effectively, in particular through support for the exchange of information and good practice and networking at Community level. The Programme is aimed at contributing to mainstreaming the gender dimension into all policies and using their potential to promote gender equality as well as to increasing the awareness of the issues at stake. It further strengthens cooperation and partnership between players involved in the promotion of gender equality, especially national authorities, equality bodies, social partners and NGOs. The Programme had been extended until the end of 2006 and was replaced by the PROGRESS programme for 2007-2013.

B. Organization for Economic Co-operation and Development (OECD)

15. For many years, OECD has collected separate statistics on men and women. These indicators helped shape OECD policy advice. OECD research looks at why gender inequalities occur, the implications of such inequalities for economic development and what can be done to develop policies for parity. The organisation believes that government policies cannot be 'gender-blind'. In response to an increased interest in gender issues, OECD has taken several steps to address gender both within OECD and around the world. In 2005, OECD established an organisation-wide network on gender (OWN) as part of their diversity initiative. OWN is a staff-based program aimed at promoting gender equality and diversity within OECD. Externally, OECD has created a topical gender page on their website. This page highlights some of OECD's top research on gender. Additionally, projects by several directorates are featured, including work by the Directorate for Education, Labour and Social Affairs and the Development Co-operation Directorate.

16. The OECD Directorate for Employment, Labour and Social Affairs (ELS) helps member countries boost employment and improve social welfare by reforming labour markets, improving the performance of health systems and designing international migration policies that promote economic growth and development. The Development Co-operation Directorate (DCD) supports the work of the Development Assistance Committee (DAC). DAC is the principal body through which OECD deals with issues related to co-operation with developing countries. Their work in the area of gender equality is conducted primarily through the Network on Gender Equality/GENDERNET. GENDERNET is the only international forum where gender experts from development co-operation agencies meet to discuss common approaches in support of gender equality. In addition to workshops and large-scale research projects, GENDERNET

publishes “Gender Equality Tip-sheets” which provide information on how and why gender equality is an important issue in development initiatives.

C. The World Bank

17. The World Bank focus in the transport sector has been on issues which it considers important to improve functioning of the sector. The Gender and Transport Thematic Group, formed in 1998, has an agenda to address the issues relevant to both gender and transport sectors, with a mandate to identify options for further integration. When the Africa Region of the World Bank was in the process of defining its transport strategy, this presented an opportunity to not only underline the inter-relationships between gender and transport, but to include gender explicitly in a regional transport strategy. The purpose was to identify issues of gender to be addressed in both Bank-financed transport projects as well as wider-scope Bank-related activities (i.e. technical design, procurement arrangements, traffic safety interventions, economic evaluations, environmental impacts, etc.). By sponsoring gender analysis for transport projects, working with counterparts to use the results of this analysis in project design, collecting best practice examples and circulating a description of them among other transport specialists, the Gender and Transport Thematic Group enabled many transport specialists to understand that men and women often have different transport needs and resources - and that the most effective transport projects take these different needs and resources into account.

18. The Gender and Development Board and the Transport and Social Responsibility Thematic Group of the World Bank have compiled a list of resources and tools on gender in transport, which include overview papers, new and upcoming gender and transport initiatives within the Bank as well as recommended readings. Research and planning tools for participatory planning and gender sensitive tools for data collection and analysis are presented along with numerous examples of survey. Two “Do it yourself” packages provide convenient step-by-step guides for practitioners wishing to design a gender sensitive components for their transport projects.

19. The World Bank's Transport Business Strategy reiterates that “disparity and disadvantage women face in their needs and opportunities for transport are, in fact, a much more widespread phenomenon. Empirical evidence shows that in both urban and rural contexts, women have different transport priorities and needs, are affected differently by transport interventions, and sometimes bear the major part of the transport burden in families. Transport will be most effective for development if significant gender differences in demand and impact are properly identified and if transport policies and programs then reflect the full range of transport needs that exist. The identification of differences begins with the appropriate design of transport diagnostics and a participatory process that includes women.”^{4/} The Transport sector was actually among the first contributing sectors to the drafting of the World Bank Group Gender Action Plan approved in 2006.

^{4/} “Safe, Clean, and Affordable - Transport for Development”, The World Bank Group’s Transport Business Strategy for 2008-2012, prepared by the Transport sector Board, 2008

20. The World Bank has defined four aspects of prime concern when integrating a gender perspective into transport interventions. They are called the 4 As:

- (a) Access to destination (female vs male)
 - (i) Do women and men have equal access? – Are bus stops located where they are easily accessible to women?
- (b) Appropriateness of mode (female vs. male)
 - (i) What types of journeys do women and men make? Why do they make them? How do they make them? What types of goods do they move?
 - (ii) Are women-only transports needed? In traditional societies or where cultural and/or religious taboos are strong this may be the only feasible approach.
 - (iii) In buses with separate sections for men and women, is the space for women satisfactory/ sufficient?
 - (iv) Safety/security? Are facilities provided for women employees and passengers, such as appropriate and safe toilets and rest areas/waiting-rooms in bus terminals? Should there be special ticket counters for women?
 - (v) Is there a system to collect and process complaints from women passengers?
- (c) Availability of service (female vs. male)
 - (i) Are the time-tables suitable for women? When do activities occur and how long do they take? This is important because the scarcest resource of particularly poor women is time, which often cannot be stretched.
 - (ii) Seasons, weekdays, time of the day? Is it possible to return within daylight hours?
- (d) Affordability of traveller (female vs. male)
 - (i) What are the costs of journeys undertaken (in time, effort, money, opportunities foregone)?
 - (ii) What are the costs of limitations on mobility (in losses of income, in ability to accept employment, in lack of access to health and education facilities, social isolation)?
 - (iii) What types of opportunities would a particular transport intervention provide?
 - (iv) Will transport policies promote fare structures which will enable widespread public usage? Is the fee level acceptable also for poor women?
 - (v) Should preferential treatment for very poor, female-headed, and other disadvantaged families be considered? Perhaps free fares for secondary school girls from poor families and poor women attending adult education classes?

D. Asian Development Bank

21. For the Asian Development Bank (ADB), infrastructure is a means of reducing gender disparities. Social analysis is the basis for identifying gender issues that affect participation in the provision and use of infrastructure. ADB has developed checklists to guide the assessment of gender aspects in infrastructure. Lessons from the ADB's loan operations are: (i) design that is

linked to the main project components, is based on detailed gender analysis of each component and offers a strong rationale to support gender mainstreaming; (ii) realistic targets that can be achieved through step-by-step progress closely linked to project objectives; (iii) step-by-step actions spelled out to accomplish each gender-related target and flexible implementation and a learn-as-you go approach to address unanticipated constraints; (iv) structured training opportunities for project team members and other stakeholders to promote ownership and commitment to the gender action program (GAP); (v) sufficient skills and resources developed in the project team to ensure GAP targets can be met; (vi) a participatory approach to designing the GAP to ensure all team members understand why resources are allocated to specific measures to ensure women benefit; (vii) leadership and good management from senior management in the country's executing agency country to overcome challenges and resistance during implementation; (viii) consistent monitoring of indicators suitable to assess progress across all gender activities; (ix) gender expertise of an local gender specialist to ensure country-specific sustained input and consultations with women beneficiaries and civil society networks.

E. European Parliament

22. In 2006, Directorate General Internal Policies of the Union, Policy Department Structural and Cohesion Policies issued a study "Women and Transport". This report sets out the nature of the gender imbalance in the transport sector across the newly enlarged Europe. It highlights the nature of travel differences between men and women as transport users and consumers and the implications this has for the planning, operations and management of the transport system. It sets out the challenges faced by institutions within the transport sector to mainstream gender equality. It also highlights the male-domination of employment within all areas of the transport labour force and the few examples of good practice that are trying to overcome women's under-representation in this industry. It further sets out the criteria for a European transport system with gender equality at its core and a series of concrete actions.

23. According to the report, Europe faces a significant challenge of change to meet the legal goals of the European Union concerning Amsterdam treaty and to serve her citizens by common policies orientated to common public welfare within the area of transport. This fact unfortunately has been found more or less in all the dimensions concerning women and transport, that is: (i) the range of transport policies meeting the mobility of women and men, their respective transport needs and travel patterns; (ii) the role of institutions in reproducing gender bias in transport policy and; (iii) gender differences in employment between men and women in the transport labour market.

24. The report concludes with new directions for transport policy:

- (a) The means of capturing the accessibility of everyday destinations needs to be systematically employed. Information is needed on how the various places used in everyday living are reached. Travel maps to schools, colleges, areas of employment, shops and markets and other places routinely used should be available to the travelling public using public transport and should include information for pedestrians and cyclists.
- (b) In addition, it is clear that time use in households and the time burden for women trying to maintain a work-life balance under changing economic and technological

conditions has a major impact upon how women travel. The keys to the alleviation of women's time poverty are twofold: the ability to substitute tele-journeys for real journeys and the ability to summon low cost flexible and responsive transport on demand. Focus should be placed in the development of a widespread network of demand-responsive public transport across Europe.

- (c) The technologies which would enable women to organise and undertake tasks necessary for the survival and welfare of their households from within their own homes are already existent: at present, the tool have been put to use for the benefit of other groups – fleet management techniques for commercial transport; networked terminals for intelligent homes for professional communities; real time transport information for particular communities in Europe; internet reservations of travel facilities by long distance travellers, etc.
- (d) Work is undertaken to understand the effects of the privatisation of transport on women's lives. Few studies have been undertaken in this area yet it is an ongoing process and could yield some opportunities to address the unsatisfactory situation regarding women and mobility. The current models of liberalisation in the transport sector have no gender concern integrated into their development. There is an urgent need to develop models of liberalisation within the sector that do not have potentially substantial and disproportionate impact on women.
- (e) Planning for cities and towns has rarely taken into account the needs of women to physically access the various buildings and services, yet if the planning authorities had a remit to ensure that provision of easy access for women was provided, it would inevitably provide good access for all citizens. It is clear from Germany that mandatory requirements for gender equality in public involvement and consultation strategies connected to local and regional transport plans are an effective way on ensuring gender-balanced involvement of users in transport operations and policy
- (f) The EU provides the opportunity to create a European discourse on gender and transport which could bring together those already engaged in the field but could also widen the interest in this subject and increase awareness of its importance.

F. Women and Transport in Europe

25. In 2005, the European Parliament commissioned Transport Studies at the University of East London to undertake research into women and transport in Europe. This research project looked at women as both users of and workers in the transport system. The objectives of research were: to deepen understanding of the issue of mobility patterns, safety and accessibility; to identify different mobility patterns of the women in urban areas, pregnant women and women with children, compared to those without; professionally active women, compared to those without a job; older women, whose number in European societies are growing; to identify these particular groups needs; to identify to what extent these needs are or can be fulfilled by own initiative, the market or government intervention.

26. The core team of researchers, comprised the University of East London in the U.K. and the Wuppertal Institute in Germany, carried out the pan-European review of existing data on women

as consumers/users of the transport system and women and the transport labour market. The review provided relevant statistical data on the research issues and a review of data on the gender dimension from other sources. The review explored the extent to which issues addressed in the study could be dealt with in the existing pan-European data. This was especially important as a particular focus of the data review was to try and fill the gaps between the country case studies and a wider picture of all the new Member States.

G. TRANSGEN

27. The Transgen project ^{5/} is the result of a Special Support Action financed by the European research programme FP6. The report and its policy recommendations are also the result of joined efforts made by many stakeholders who assisted in the process of bringing together existing knowledge and experiences in the field. The Transgen project introduces gender mainstreaming in the European transport sector, including the transport system, research and policies. The project addresses the overall need to redress and link ideas of transport and mobility with gender fairness in Europe and advances the understandings of gendered perspectives on current and future transport policies. It further contributes both to clarifying the goals of European transport policy and to balancing the goals of transport, sustainability and gender equality. In responding to the call for a broader and more flexible transport policy related to economic, social and environmental needs, as well as to the call for a more gender-balanced Europe, the report suggests a complex and integrated framework for understanding some of the major goals of the EU in the 21st century.

28. The project has aimed at translating and advancing the idea of gender mainstreaming in the field of transport and mobility by focusing on the following questions: (i) how can mainstreaming goals be ensured in relation to planning, production and decision-making processes in relation to transport? (ii) how can gender mainstreaming be linked to current goals of greening and smarting the European transport systems? (iii) how does gendered access to and use of transport systems affect the overall European goals of enhancing employment and competitiveness?

29. The report documents that there are clear and persistent gender differences in travel patterns. Men consistently travel further than women, men are more likely to travel by car and women by public transport and women's trips tend to be more local. Explanations to these differences are linked to unequal gendered relations in the household and labour market and urban structures as well as gender socialisation. This means that men and women make different uses of a shared system of transport.

30. The report further states that transport is an overwhelmingly male-dominated sector. At the EU level, political committees in the transport sector as well as transport research and advisory boards have a marked gender imbalance with less than 15 per cent female membership in most boards and none with equal representation. This also goes for transport-related committees at national levels. Yet with one notable exception: Sweden has a 50-50 balance in the National Transport Committee. In general, the transport sector is a gendered work space. In surface and water transport, female workers make up less than 20 per cent of the workforce. Research suggests that the sector is dominated by masculine values and practices making it difficult for

^{5/} TRANSGEN, Gender Mainstreaming European Transport Research and Policies, Building the Knowledge Base and Mapping Good Practices, University of Copenhagen 2007.

women to enter these fields. Inclusive work environments need to be created to support the employment of more women in the sector.

31. Current gender mainstreaming initiatives in the transport sector relate to a wide range of issues: planning and policy, safety issues, gendering of technology as well as employment. The report substantiates that the implementation of equality programmes, and not their formulation makes up the biggest challenge.

H. Sweden

32. To evaluate how policy makers have applied gender equality in Swedish transport policy and practice, two studies were compiled. The paper^{6/} presents results of both studies and underlines both a policy-oriented and a practical approach to attaining more gender equality in the transport sector. The first study summarized how gender equality has been integrated into transport policy in Sweden from 1997 to 2002. The second addressed the practical integration of gender equality into the transportation sector. Results focus on differences between women's and men's experiences with road infrastructure; on preferences regarding different parts of the road system; and on the priority rankings of the different goals in the transportation sector such as accessibility, effectiveness, safety, regional development, and a good environment. In general, women have a more cooperative approach to road system infrastructure and the problems therein, and men are more individualistic. However, there are also noteworthy differences among age, socioeconomic group, and residential location. This study was a first step toward gathering knowledge that can be used on a practical level to attain a more gender-equal transportation system in Sweden.

33. What is a gender-equal transportation system? How can it be obtained? Such questions have come to Swedish transport departments in response to legislation enacted in 2001 that made gender equality the sixth goal of transport policy. The gender equality goal is worded in the following way: "The transportation system shall be designed so that both women's and men's travel needs are satisfied; women and men shall be given the same possibilities to influence the system's design, formation and administration; and women's and men's values shall receive equal consideration". Even given the limitations of political rhetoric, this proposal was able to address three important cornerstones for gender mainstreaming and transport, namely, concrete differences between women's and men's travel needs, gendered attitudes and valuations of transportation facilities, and gendered distribution of power and influence within the sector. Unfortunately, the author concludes, the questions still remain as to what a gender-equal transportation system actually entails and how it can be attained in practice.

34. Another paper^{7/} gives description of how the Swedish government decided in 2001 to add a sixth subsidiary transport policy objective on gender equality in the transport system and developments since then. The most important steps toward gender equality in the transport

^{6/} Integration of Gender Equality into Transport Policy and Practice in Sweden, Merritt Polk, Göteborg University, Sweden, Research on Women's Issues in Transportation VOLUME 2: TECHNICAL PAPERS, Report of a Conference, November 18–20, 2004, Transportation Research Board, 2005.

^{7/} Gender Equality as a Subsidiary Objective of Swedish Transport Policy, Åsa Vagland, Swedish Institute for Transport and Communications Analysis, Research on Women's Issues in Transportation VOLUME 2: TECHNICAL PAPERS, Report of a Conference, November 18–20, 2004, Transportation Research Board, 2005.

system were taken in 1998, when the government proposed that a new advisory council, the Gender Equality Council for Transport and Information Technology, be appointed; in 2001, when the government decided to add the gender equality objective; and in 2002, when the Swedish Institute for Transport and Communications Analysis (SIKA) was instructed by the government to produce proposals for intermediate objectives within the transport policy objective of gender equality in the transport system.

I. Ireland

35. The Irish Government has adopted 'gender mainstreaming' as a strategy to promote equal opportunities between women and men in the National Development Plan (NDP) 2000 to 2006. This Plan is for the investment of over £40 billion over seven years in Irish regional development. Funding is provided for infrastructure, education, training, industry, agriculture, forestry, fishing, tourism, social inclusion etc. Over 130 measures are being funded, and these are organised into six Operational Programmes.

36. In the context of NDP, mainstreaming is a strategy that aims to make equality considerations and gender equality a regular part of the mainstream policy process. It has evolved since the early 1990s and gradually more attention is being given to the implications that this strategy has for a range of policy issues, from transport and infrastructure development through budgetary policy to enterprise development. Underlying the concept of mainstreaming is a recognition that women and men do not have the same situations, needs and resources and that these differences can affect the way in which women and men can access everything from labour market participation to public services. By taking account of the different needs and situations of women and men, policy-makers can ensure better policy targeting, more effective delivery and greater equality. With regard to transport in the NDP, there are benefits to both providers and users in developing transport systems that can be used by all members of the community.

37. A number of tools underpin the mainstreaming strategy. These include: explicitly incorporating a gender perspective into policy development; sound baseline data about the relative position of women and men across a range of areas; clear target setting and indicators; a comprehensive, responsive and clearly communicated monitoring system and a robust system of evaluation. The NDP Gender Equality Unit has been established in the Department of Justice, Equality and Law Reform to provide advice and support to all bodies working on the NDP to meet the requirement to mainstream gender equality issues. The Unit has produced a number of fact-sheets which outline the main gender equality issues in different policy sectors, as well as mechanisms which have been used to redress inequalities between women and men in the relevant field. One fact-sheet covers infrastructure. It is designed as a guide for policy-makers in central and local government, and for those working in implementing agencies.

38. In the context of the NDP, infrastructure encompasses public transport, housing, health and investment capital. Infrastructure has a fundamental impact on the spatial patterning of economic, social and cultural activities (please see ECE/TRANS/2009/8, Annex I). This fact sheet focuses on the rail, roads and buildings for public uses. Infrastructure also includes telecommunications, energy networks and environmental services.

39. Another fact-sheet covers transport sector.^{8/} Key issues which have been highlighted include:

(a) access to private transport - Fewer women (particularly older women) drive and own cars, and are therefore more likely to rely on public transport. This underlines the need for public transport that is comprehensive and responsive in terms of provision, and safe and affordable in terms of use. It means examining a range of issues from design of buses, trains and roads, security, lighting, provision of information, access, routing, location of stops, ticketing, request stops, pedestrian safety (bridges rather than subways, ramps to slow down traffic, barriers separating paths from roads, hard shoulders in rural areas);

(b) patterns of commuting and employment and child-care and other dependent care responsibilities - Women make multiple trips on public transport facilities, bringing children to school or care, shopping, visiting elderly or sick relatives. For men, the main commute is to the workplace. There are specific factors (such as income and caring responsibilities) that limit women's transport choices and therefore entry into the labour market, education and training opportunities as well as leisure opportunities. Women are more likely to work near home and part-time because of caring responsibilities. If public transport made the right connections, more women should be able to access jobs and training opportunities as well as leisure opportunities;

(c) there are also distinctions between women that relate to income, age, household, ethnicity, disability, location, class, education and dependent responsibilities - Car ownership is much lower among older age cohorts, and among rural women. Women's access to the labour market is dependent on the number and age of children. Systems that have not been planned to take account of differing requirements can cause barriers relating to safety and comfort, physical access, timing and routes, costs and information. These barriers can exclude women from full participation in economic and social life;

(d) issues around infrastructure provision and roads development also have a gender dimension for consideration - Although the roads programme is considered gender neutral for the NDP, different access to and use of roads among women and men should be noted - the route of major roads may affect access for a number of purposes like bringing children to school, visiting relatives, shopping and childcare. Major roads also need public transport, so that all groups can access the facilities which are built along these roads.

40. In addition, applying a cost-benefit analysis that acknowledges the different needs and time use of men and women is important. For men, time-use is calculated around access to the labour market; the opportunity cost to women of performing multiple tasks including part-time work, shopping, accessing child care services, visiting dependent relatives etc. is not factored into road planning. Access to these services for women is not seen as a key element in design and spending.

^{8/} Gender Equality and Transport, Fact Sheet for the Economic and Social Infrastructure Operational Programme of the National Development Plan, 2000 TO 2006, Compiled by European Policies Research Centre of the University of Strathclyde, August 2001. Another fact-sheet – Gender Equality in Economic and Social Infrastructure was Compiled by Reeves' Associates and published June 2002.

J. United Kingdom of Great Britain and Northern Ireland

41. One of the initiatives taken a few years back in the United Kingdom, to try to raise awareness and understanding of gender issues, was to develop the gender audit and checklist. This is a simple working tool intended for those at the local level in planning and delivering transport services. The audit highlights the gender differences in a transport context, and the checklist suggests systematic and practical ways to address them. Another important UK development, helpful in refocusing transport planning on the diverse needs of the communities and individuals who make up population, is accessibility planning.

42. The Public Transport Gender Audit⁹ has been prepared by Transport Studies at the University of East London for the Mobility Unit of the Department of the Environment, Transport and the Regions (DETR). A wide-ranging literature search was carried out and focus-groups were used to identify and explore the factors which affect women's experience and enjoyment (or not) of public transport. It includes an inventory of relevant literature providing both policy-makers and the public at large with access to the existing body of evidence on the relationships between gender and transport. These findings were then translated into a Checklist by which to measure the usefulness and acceptability to women of the public transport which might be offered or proposed.

43. Since this research was commissioned, the UK government has drafted legislation to introduce a gender equality duty for the public sector. This requires public authorities, including those providing public functions from the private and voluntary sector, to eliminate unlawful sex discrimination and promote gender equality.

44. Transport professionals are increasingly aware of the social dimension of transport. There is, however, still a fundamental lack of awareness of the gender-differentiated impact of transport policy and provision. Initiatives, such as the Public Transport Gender checklist produced by the Department for Transport, are often not implemented at a local level and their take-up is not closely audited. The need to address specifically the different needs of women and men appears not to be understood by transport policy-makers. This may be because it is believed that gendered transport planning is an 'add-on' to 'proper' transport planning and policy and that gender-awareness does little to improve or substantially re-direct the final outcome of the transport policy.

45. In reality, this unintended gender-bias means that more women than men are facing transport problems in accessing a range of public services, in taking up job opportunities, and in engaging in the normal activities of citizens. This disproportionately affects women on low incomes because of their greater use of public transport. It also means that substantial hidden costs in money and time are being placed on women's participation in UK society.

K. United States of America

46. In the United States, the transport authorities, notably the Federal Highway Administration (FHA), have a programme of research and consultation about the transport needs of men and women. This information is used to inform about development of their roads programme at state

⁹ The completed project is available on the Gender Audit website at <http://www.uel.ac.uk/womenandtransport>

and federal level. The research results are posted on the website and the FHA also support conferences about gender needs and travel. For example, in 1996, the Federal Highway Administration funded The Women's Travel Issues Second National Conference organised by the University of Arizona. In addition to bringing together the latest research on women's travel issues from a number of disciplines, the Conference was structured to alert policymakers and planners of the need to pay serious attention to the very real differences in the travel behaviour and patterns of men and women, and among subgroups of women. In 1998, the FHA commissioned a study on the needs of part-time workers that highlights the needs of women, men and different ethnic groups who work part time.

L. Earth Summit 2002

47. In preparation for Earth Summit 2002, an International Conference ^{10/} was held in Berlin, in January 2001. The Conference was held as one of the first steps in the preparatory process for the World Summit on Sustainable Development. It focused on three key issues on the agenda of the ninth meeting of the United Nations Commission on Sustainable Development, (CSD-9), as well as on women's participation, strategies and activities towards and at the 2002 Summit. The Conference made a number of concrete recommendations on gender and transport (please see ECE/TRANS/2009/8, Annex 2).

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^{10/} Gender Perspectives for Earth Summit 2002, – “Energy, Transport, Information for Decision-Making” Report on the International Conference at Jagdschloss Glienicke, Berlin, Germany 10-12 January 2001, Jointly hosted by the German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety (BMU) and the Heinrich Boell Foundation.