



PROMOTING GENDER EQUALITY AND DIVERSITY IN URBAN TRANSPORT IN BARCELONA



European
Commission



European
Investment Bank

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IN BARCELONA



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EXECUTIVE SUMMARY

Purpose and scope

This report shares key findings and lessons learnt on how to address sexual harassment and discrimination against women and girls, and lesbian, gay, bisexual, transgender, intersex and queer people (LGBTIQ) on public transport, with a focus on bus and metro services. The findings are based on the technical assistance provided to Transports Metropolitans de Barcelona (TMB) by [EIB Advisory](#) and funded by the European Investment Advisory Hub.

Table 1. Objectives, phases and key activities of the technical assistance

Objectives	Key activities
Evaluating resources needed for implementing TMB's harassment prevention plans	Conducting a strengths, weaknesses, opportunities and threats (SWOT) analysis of resources necessary for implementing prevention plans; Setting up a community of practice. ¹
Supporting TMB in monitoring and measuring the impact of the harassment prevention plans	Conducting an intersectional survey on sexual harassment in Barcelona with diverse user profiles; Presenting a gender-transformative business case based on the survey findings; Presenting a monitoring system and evaluation framework taking a gender-transformative approach.
Capturing key findings and developing lessons learnt	Sharing results with other transport operators (see Chapter 3).

Data are widely available about sexual harassment and LGBTIQ discrimination on public transport in Barcelona. According to a Catalonia gender violence survey conducted by the Barcelona city council in 2016, 54.7% of women have suffered some form of sexist aggression since the age of 15, and almost one in four women (23.4%) have been the victims of criminal acts (such as rape, violent physical assaults, threats of intimidation or reprisals).²

Public transport is where most serious sexual harassment or assault takes place, according to 21.6% of respondents. Most women and LGBTIQ people using public transport reported having experienced some form of harassment or discrimination on public transport in the three years preceding the survey. About 20% of respondents said that they reduced their use of public transport after experiencing harassment or discrimination, which limited their social life and harmed their job opportunities. In 30% of these cases, interviewees said they would change modes of transport and use a private vehicle if they could.

This report has three parts. **Chapters 1 and 2 describe gender-based barriers experienced by women and girls, gender non-conforming and LGBTIQ people on public transport**, with a focus on bus and metro systems, and ways to overcome them. These chapters outline the importance of adopting a gender lens and highlight

¹ Communities of practice are spaces in which TMB staff members across different departments came together to learn from each other, identify problems and propose solutions to sexual harassment and LGBTIQ discrimination.

² [Enquesta de Violència Maschista a Catalunya](#).

opportunities, programmes and initiatives to promote gender equality and diversity. **Chapter 3 presents lessons learnt on measures transport operators can take to prevent sexual harassment and LGBTIQ discrimination**, based on the EIB technical assistance carried out for TMB in Barcelona, and on international examples of good practice that were identified for benchmarking in the initial phase of the technical assistance.

This report also links to annexes that offer additional details and examples: **Annex I** includes examples of the persona method; **Annex II** presents a methodology for assessing the business case of applying a diversity lens to urban transport; **Annex III** describes the monitoring and evaluation system; and **Annex IV** provides a detailed description of the lessons learnt.

Background

Public transport networks around the world do not sufficiently address the needs and travel patterns of women, girls and gender non-conforming and LGBTIQ people. Though they are not a homogenous group, these passengers tend to be especially dependent on public transport services for a variety of reasons, including caregiving responsibilities, socioeconomic burdens, or physical and psychological barriers. A gap between demand and supply of adequate services can lead to unintentional discrimination against people with specific mobility needs.

Gender-based violence and sexual harassment – whether physical, verbal or nonverbal – pose significant challenges for women, girls, gender non-conforming people and LGBTIQ people in public transport settings. **While public transport is perceived as gender-neutral, security measures often fall short and can leave these groups more exposed to gender-based violence.**³ Women with disabilities face additional challenges⁴ and racist discrimination further compounds access for public transport users who are Black, indigenous or people of colour (BIPOC). However, comprehensive data on the experiences and mobility needs of LGBTIQ and gender non-conforming individuals and BIPOC users are lacking.

Women make up the largest group of public transport users in Europe.⁵ **Gender-based barriers could lead to a shift away from public transport**, which would reduce operators' revenues and have economic, environmental and social implications. **Equal access to mobility is vital for social inclusion and favours the use of sustainable transport measures.** The public transport sector has a social responsibility to promote gender equality and equal opportunities, address the issue of sexual harassment and discrimination, and ensure the security and well-being of users.

Furthermore, **decreasing emissions from passenger transport is key to achieving the EU greenhouse gas emission reduction targets.**⁶

In Barcelona, improving security and accessibility can benefit the economy and tourism as more individuals from marginalised groups feel safer when travelling to different parts of the city. This supports local businesses, contributes to economic growth **and improves people's access to education, healthcare and other resources.**⁷ Applying a gender lens in the transport sector can also improve the well-being of employees and help transport operators attract and retain talent.

³ ITF, 2018, [Women's safety and security: A public transport priority](#).

⁴ Di Ciommo Floridea, Rondinella, Gianni, Foldesi, Erzsébet, Gábor Bánfi, Miklós, Giorgi, Sabina, Hueting, Rebecca, Basu, Samyajit, Delaere, Hannes and Keseru, Imre, 2022, [When an Inclusive Universal Design Starts by the Data Collection Methods](#), Transportation Research Procedia 72, 2968-2975.

⁵ Civitas 2014, Policy note. [Smart choices for cities. Gender equality and mobility: mind the gap!](#), European Parliament, 2021, [Women and Transport](#), Transports Metropolitans de Barcelona, 2023 [Transparency portal – Customer perception studies](#).

⁶ European Environmental Agency, 2023, [Greenhouse gas emissions from transport in Europe](#).

⁷ International Finance Corporation, 2020, [Addressing Gender-Based Violence and Harassment \(GBVH\) in the Public Transport Sector](#).

Key lessons

1. Adopting an intersectional approach to data collection, analysis and the design of preventive measures is the basis for addressing inequalities

Recognising that transport users' experiences are shaped by the intersection of various social categories is key. These categories include gender, race, ethnicity, disabilities, class, age and sexual orientation, and result in specific challenges for diverse communities. By integrating an intersectional lens into transport planning, policymakers and public transport operators can better understand and accommodate the needs of people disproportionately affected by harassment and discrimination in transport systems. This is the foundation on which measures should be developed, budgetary and recruitment decisions made and evaluations conducted.

The technical assistance provided by the EIB included the design, development, implementation and analysis of a qualitative exploratory data collection process, a quantitative survey, and a stated preference experiment to monitor and measure the expected impact of harassment prevention plans on public transport. The sample includes different categories of gender identity and sexual orientation, age, race, ethnicity and disability. This user feedback allows public transport operators to assess which measures work best and should therefore be prioritised in the prevention of sexual harassment and LGBTIQ discrimination.

2. Presenting a gender-transformative business case is key to analysing the costs and benefits of making public transport safe for everyone

A gender-transformative approach is economically viable, with the overall benefits for society often outweighing the costs. In addition to increased revenue for the public transport operator due to growing demand, the benefits can include environmental cost savings, reduced congestion, cost savings on car ownership and fewer road accidents. By adopting this transformative approach, **public transport operators can play a crucial role as promoters of a fairer, more inclusive and more sustainable society.** The business case developed for TMB analysing the economic viability of anti-sexual harassment and anti-discrimination initiatives indicates significant potential returns. Factoring in societal benefits, harassment prevention plans should yield a return on investment of €2 per €1 invested. Thus, the return on a people-centric scenario is around 1.8 times greater than on a frugal or baseline scenario without a diversity-focused approach.

3. Adopting a care-based approach is key to responding to users' expectations

Traditional approaches to fighting harassment and discrimination often rely on measures like surveillance and policing to catch perpetrators. However, the EIB technical assistance found that harassment and discrimination are more effectively prevented by focusing analysis and prevention on the most exposed users instead. **This care-based approach, which prioritises the well-being and dignity of users and public transport workers, fosters empathy, understanding and support, and helps to ensure that preventive measures like awareness campaigns, gender audits and the gender-transformative design of public transport infrastructure are inclusive and sensitive to a variety of identities.** This approach increases users' satisfaction and their sense of security.

The technical assistance found that public transport accessibility is not just a matter of the distance, frequency and digital accessibility of travel, but also a matter of a respectful environment – how welcome and respected passengers feel by other travellers and transport staff.

Preventing sexual harassment and LGBTIQ discrimination on public transport requires a combination of strategies and measures that depend on the local/regional environment and vary according to target groups.

Public transport operators must assess their available resources, collect data through surveys and participatory research, study European and international best practices, define protocols and measures, set up monitoring and evaluation plans, prepare business plans, implement these actions and monitor their outcomes.

This report explores **key lessons learnt from international benchmark examples and through the EIB technical assistance, including the survey results and the business case prepared for TMB in Barcelona.** The lessons learnt shed light on the current situation and the potential challenges of implementing the recommended measures, identify the fundamental factors that help measures succeed in different settings, and highlight the collaborative nature of efforts to tackle sexual harassment and discrimination.

GLOSSARY

Term	Definition
Ableism	Ableism is a form of discrimination in which people with disabilities are reduced by other people without disabilities to the characteristics in which they differ from the supposedly “normal” state. These can be visible or invisible characteristics, for example, a wheelchair or a mental disability. From these characteristics, it is then assumed what the person with the disability can or cannot do, or how the person feels.
DEI – Diversity, Equity and Inclusion	Diversity, Equity and Inclusion refers to the topics of inclusion, health and gender issues and the importance of supporting initiatives in this area. For the transport and urban mobility sectors, this means adopting an intersectional approach in travel behaviour data collection and modelling by considering issues such as transport poverty and travel behaviour, especially in the era of climate change and need to adapt to adverse climate events.
Equality	This concept refers to equal rights, responsibilities and opportunities of people of every gender, sex, race, colour, ethnic or social origin, genetic features, language, religion or belief, political or any other opinion, membership of a national minority, property, birth, disability, age or sexual orientation. Equality does not mean that different people will be made the same, but that their rights, responsibilities and opportunities will not depend on specific socioeconomic or political demographic features. Gender equality thus implies that the interests, needs and priorities of both women and men are to be taken into consideration, recognising the diversity of different groups of women, men and other gender identities. Gender equality is not a women’s issue, but should fully engage men, women and other gender identities.
Gender	Gender refers to the social attributes and opportunities associated with being male, female, and Black, Indigenous and People of Colour (BIPOC), and the relationships between women and girls, men and other gender identities. These attributes, opportunities and relationships are socially constructed and are learned through socialisation processes. They are context, time-specific and changeable. Gender determines what is expected, allowed and valued in women and girls in all their diversity, or in men, in each context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader sociocultural context.
Gender analysis	Gender analysis is a critical examination of how differences in gender roles, activities, needs, opportunities and rights/entitlements affect women and girls in all their diversity in certain situations or contexts. Gender analysis examines the relationships between people with different intersections and their access to and control of resources, and the constraints they face relative to one another. A gender analysis should be integrated into sector assessments/analyses to ensure that gender-based injustices and inequalities are not exacerbated by measures taken, and that where possible, greater equality and justice in gender relations are

Term	Definition
	promoted. This can also include a gap analysis to align needs with outputs and expected outcomes.
Gender-based violence and harassment	Gender-based violence and harassment refers to harmful acts directed at an individual based on their gender. It is rooted in gender inequality, the abuse of power and harmful norms. Gender-based violence is a serious violation of human rights and a life-threatening health and protection issue.
Gender blindness	This term refers to the failure to recognise that the roles and responsibilities of men/boys and women and girls are assigned to them in specific social, cultural, economic and political contexts. Projects, programmes, policies and attitudes which are gender blind do not consider these different roles and diverse needs. This maintains the status quo and will not help transform the unequal structure of gender relations.
Gender impact assessment	Gender impact assessment is examining policy proposals to see whether they will affect women and girls in all their diversity and men differently, with a view to adapting these proposals to ensure that discriminatory effects are neutralised, and that gender equality is promoted. It is an ex-ante procedure that should be performed before the final decision on the policy proposal is taken. It involves comparing and assessing, according to gender-relevant criteria, the current situation and trends in relation to the expected outcome of the proposed policy. Gender impact assessment is used to assess the impact of a given policy proposal on gender relations in general.
Gender mainstreaming	This is the process of assessing the implications for women in all their diversity and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s concerns and experiences an integral part of the design, implementation, monitoring and evaluation of policies and programmes in political, economic and societal spheres so that all genders in all their diversity benefit equally, and inequality is not perpetuated. The goal is achieving gender equality.
Gender non-conforming	This term describes a person whose gender identity and/or gender expression expands beyond, actively resists and/or does not conform to the current cultural or social expectations of gender, particularly in relation to male or female.
Gender-responsive design	Gender responsive is a state of recognition and reaction to gender inequality in implementing activities, policies and programmes. A programme, policy or activity that is gender responsive addresses gender-based barriers, respects gender differences, enables structures, systems, and methodologies to be sensitive to gender considerations, ensures gender parity is a wider strategy to advance gender equality, and evolves to close gaps and eradicate gender-based discrimination.
Gender sensitivity	Gender sensitivity encompasses the ability to acknowledge and highlight existing gender differences, issues and inequalities and incorporate these into strategies and actions.

Term	Definition
Gender-transformative approach	A gender-transformative approach is a methodology that, instead of burdening women with the responsibility for equality, engages men and women in all their diversity and other gender identities together as agents of change. Where accommodative “business-as-usual” gender approaches try to work around barriers, and are often focused solely on women, gender-transformative approaches have broken new ground by transforming structural barriers and constraining gender norms, meaning the unwritten rules about who can do what kind of work, control what types of assets and make what level of decisions.
Intersectionality	This is the concept of gender as a starting point addresses the diverse living circumstances of groups who are discriminated against on the basis of their identity, and makes it clear that a single social category never works alone. A person’s individual social positioning is not only gender-specific, but is also always situated in the context of age, race, religion, disability and sexual orientation. For this reason, transport and mobility must be analysed from an intersectional perspective that considers the entanglements and interactions of these categories. This way the manifold inequalities and social disadvantages, which go beyond the category of gender, can be adequately presented.
Race	Race is a social construct and does not reflect any biological distinction of humankind. “While some individuals may self-identify as ‘white’ or ‘black’, racism and racial or ethnic discrimination are often shaped by how society categorises individuals in racialised terms. This perspective implies that <i>race</i> is constructed by social, economic, political conditions that can change over time. Ideas about <i>race</i> /racial origin are often ascribed to or imposed on people, and individuals or groups can be racialised by others in ways that negatively affect their experiences and how they are treated. The social construct of <i>race</i> /racial origin is distinct from but may overlap with how people identify themselves, which can be much more varied and complex.” ⁸
Transport poverty	Transport poverty refers to a lack of adequate transport services necessary to access general services and work, or the inability to pay for these transport services. Transport poverty is influenced and intertwined with other social factors such as income, age and disabilities.

⁸ European Commission, 2021, [Guidance note on the collection and use of equality data based on racial or ethnic origin](#).

1 BACKGROUND

This report explores barriers to gender equality and diversity on public transport in Europe, as well as opportunities and trends. This chapter presents the work of technical assistance by EIB Advisory, funded by the European Investment Advisory Hub, that supported the transport operator Transports Metropolitans de Barcelona (TMB) in the implementation of its prevention plans and protocols against sexual harassment, discrimination and LGBTIQ-phobia on public transport.⁹

1.1 EU policy framework

The diversity of the European Union is a source of enrichment, innovation and creativity, and should be embraced as a valuable asset. To ensure that the European Union is an inclusive home for all of its inhabitants, the European Commission has spearheaded various initiatives, including:

- a [gender equality strategy](#), adopted in March 2020;
- an [EU Anti-racism Action Plan 2020-2025](#), adopted on 18 September 2020;
- an [EU strategic framework for equality and inclusion of Roma](#), adopted in October 2020;
- the [first European Commission strategy in the area of LGBTIQ equality](#), presented in November 2020;
- a new [strategy for the rights of persons with disabilities 2021-2030](#), adopted on 3 March 2021;
- an [action plan to implement the European Pillar of Social Rights](#), adopted on 4 March 2021.

The European Commission has also advanced the following initiatives to promote gender equality:

- [Women in Transport – EU Platform for change](#), which addresses the underrepresentation of women across various roles within the transport industry with the aim of strengthening women’s employment and equal opportunities;
- [Rainbow Cities Network](#) (financed by the European Commission through the [Europe for Citizens](#) programme), which places LGBTIQ sexual identity and rights at the centre of policy guidelines for local governments and municipalities to end the stigma, discrimination and violence faced by the LGBTIQ community;
- [Horizon Europe](#), a research and innovation funding programme that considers gender equality a cross-cutting priority and requires the integration of a gender dimension into innovation, technology and research;
- The [European Institute for Gender Equality](#), central in supporting EU efforts to promote gender equality and gender mainstreaming across various policy areas, including providing research and data relevant to gender and transport issues;
- The [Sustainable and Smart Mobility Strategy](#) to make mobility fair and accessible for everyone, which requires all future transport policies to comply with the European Commission’s Gender Equality Strategy, the EU Anti-racism Action Plan, the LGBTIQ Equality Strategy and the Disability Strategy;
- The URBACT Knowledge Hub’s [Gender Equal Cities](#) report, which boosts gender equality in municipal policies to make cities more liveable and prosperous and to foster inclusive environments where everyone can thrive and contribute to the community’s success.

⁹ The technical assistance was led by a consortium of three international consultancy and engineering companies: cambiaMO | changing MObility-Sociedad Cooperativa Madrileña, in collaboration with TIS.pt Consultores em Transportes; Inovação e Sistemas; and LIFE Education Sustainability Equality.

1.2 EIB policy framework

Through its operations, the EIB Group, made up of the European Investment Bank and the European Investment Fund, seeks to advance gender equality and women's economic empowerment. The Group embeds a gender equality approach in its business model and its lending, blending and advisory work within and beyond the European Union. To that end, the Group has adopted a [Strategy on Gender Equality and Women's Economic Empowerment](#) and a Gender Action Plan.

The EIB policy framework integrates a gender perspective in its Climate Bank Roadmap 2021-2025. This commitment entails strategically investing in projects that simultaneously advance environmental sustainability, support the green transition and promote gender equality. The Climate Bank Roadmap defines the provision of gender-responsive climate finance as a priority. A growing body of compelling research shows that diversity speeds up climate action and environmental sustainability. For example, companies with gender-diverse boards are 60% more likely to reduce energy consumption and 40% more likely to cut greenhouse gas emissions.¹⁰ At the same time, women and men are affected by climate change and environmental degradation differently because of gender roles and social norms.

The EIB Group also commits to gender equality goals inside the organisation. In January 2023, the EIB progressed to EDGE Move, the second level of the [Economic Dividends for Gender Equality \(EDGE\) Certification](#), and also obtained the EDGEplus certification. Reaching the EDGE Move level reflects the Bank's significant progress in gender equity in the workplace since the previous assessment, while the EDGEplus certification recognises its commitment to analysing intersectional issues between gender and other dimensions of diversity.

In March 2022, the EIB adopted [Environmental and Social Standards](#) that promote sustainable and inclusive development. Standard 7 promotes gender equality as a basic human right crucial for sustainable development, and outlines the promoter's responsibilities for assessing, managing and monitoring project impacts, risks and opportunities related to vulnerable people and groups.

In 2020 EIB Advisory introduced the Social and Gender Advisory Initiative, which provides technical assistance to investment projects being implemented in the infrastructure sector that promote gender equality and promise a positive social impact for beneficiaries. The EIB is transforming the design and delivery of infrastructure investments by prioritising women's needs.¹¹ Through a specific gender and diversity lens, the EIB aims to ensure that new projects improve accessibility for everyone, mitigate the risk of sexual harassment and discrimination, and help create high-quality jobs for women.

At the international level, the EIB was the first multilateral development bank to adopt the [2X Challenge gender criteria](#) (a global standard for gender finance), and it co-authored the 2X Gender Smart Climate Finance Guide (including the practice note on [Sustainable Transport](#)). The Bank also played a key role in establishing [2X Global](#), an organisation that unites investors and intermediaries to advance gender-inclusive investing in developed and emerging markets.

1.3 Ensuring gender equality and diversity in transport: The TMB case

As part of its commitment to sustainable development, TMB has been fighting sexual harassment and LGBTIQ discrimination by developing prevention plans and protocols against sexual harassment and discrimination¹² and

¹⁰ FP Analytics, n.d., [Women as levers of change](#).

¹¹ European Investment Bank, 2023, [Investing to bridge the urban infrastructure gender gap](#).

¹² Transports Metropolitans de Barcelona. (2020). [Prevençió De L'assetjament Sexual I Per Raó De Sexe A Les Xarxes De Transport De TMB](#).

LGBTIQ-phobia on public transport.¹³ The plans aim to make TMB's transport services more accessible, comfortable and secure for everyone, particularly those most affected by harassment and discrimination, such as women, girls, gender non-conforming people and LGBTIQ people. EIB Advisory ran a technical assistance programme to support TMB in their implementation.

To truly transform the transport sector and make it inclusive and accessible to everyone, the EIB technical assistance helped TMB shift from a gender-sensitive approach to a gender-responsive and gender-transformative approach.¹⁴ Three innovative measures used were:

- a survey with an intersectional sample, which provided quantitative and qualitative assessments;
- a detailed monitoring and evaluation system (See [Annex III](#));
- a business case for analysing TMB's future investment decisions.

The data and knowledge generated in collaboration with TMB through the technical assistance will inform future policies on gender equality in transport and will help overcome the barriers discussed in the following section.

1.4 Barriers to gender equality in the transport sector

Most public transport systems do not sufficiently address the needs and travel patterns of women and girls, gender non-conforming people and LGBTIQ people. Across European cities, women use buses and metros significantly more than men.¹⁵ For instance, in Barcelona, 67% of public transport users are women. The current transport planning practices often overlook many mobility needs that arise from diverse life realities, such as care giving responsibilities – which typically account for 40% of daily travel – socioeconomic disadvantages, and physical and psychological barriers.¹⁶

According to a policy note by [CIVITAS](#) on gender equality and mobility in cities across Europe,¹⁷ when public transport is managed as though it is gender-neutral and equally beneficial for everyone, services often fail to implement crucial security measures, particularly for passengers who are disproportionately exposed to gender-based violence and sexual harassment.¹⁸ The harassment can be nonverbal (such as staring or taking photos), verbal (sexual advances or hateful comments) or physical (such as touching, stalking or assault).¹⁹

In Barcelona there is a comprehensive set of data on sexual harassment and LGBTIQ discrimination on public transport. According to the Catalonia gender violence survey of the Barcelona City Council (2016),²⁰ 54.7% of women have suffered some form of sexist aggression since the age of 15, and 23.4% of them have been the victims of criminal acts like rape, violent physical assault, or intimidation or threats of reprisals. Public transport

¹³ Àrea De Comunicació i Relacions Institucionals Responsabilitat Social, Dona i Diversitat, Transports Metropolitans de Barcelona. 2021. [Protocol de Prevenció i Intervenció de l'LGtBI-fòbia a les xarxes de transport de TMB](#).

¹⁴ A **gender-sensitive approach** acknowledges existing gender differences, issues and inequalities and incorporates this awareness into strategy. A **gender-responsive approach** reacts to gender inequality by implementing activities, policies and programmes to overcome inequality by addressing gender-based barriers, respecting gender differences and enabling structures, systems and methodologies to be sensitive to gender considerations. Gender parity is ensured in a wider strategy to advance gender equality that evolves to close gaps and eradicate gender-based discrimination. By contrast, the **gender-transformative approach** does not burden women with the responsibility for equality, but instead engages men and women in all their diversity as agents of change. Where accommodative, “business-as-usual” gender approaches try to work around barriers and often focus solely on women, gender-transformative approaches transform structural barriers and constraining gender norms, such as unwritten rules about who can do which kinds of work, control which assets and make which decisions.

¹⁵ Ramboll, 2021, [Gender and \(smart\) mobility](#), Green Paper.

¹⁶ Di Ciommo, Floridae, Rondinella, Gianni, Ruiz, Tomás and Arroyo, Rosa, 2020, *Travel Behavior of Care Trips: Data Analysis, Modeling and Transport Policy Insights*, TRB Paper 20-04287, in Transportation Research Board 99th Annual Meeting.

¹⁷ Civitas 2014, [Policy note. Smart choices for cities. Gender equality and mobility: Mind the gap!](#).

¹⁸ Lubitow, Amy, Abelson, Miriam J. and Carpenter, Erika, 2020, [Transforming mobility justice: Gendered harassment and violence on transit](#), *Journal of Transport Geography*, 82(1).

¹⁹ Ceccato, Vania, Nasman, Per and Langefors, Linda, 2020, [Sexual Violence on the Move: An Assessment of Youth's Victimization in Public Transportation](#), *Women and Criminal Justice*, 30(4), 294-312 and ITF, 2018, [Women's Safety and Security .A Public Transport Priority](#).

²⁰ Ajuntament de Barcelona, 2016, [Enquesta de Violència Masclista a Catalunya](#).

is the place where the most serious cases of sexual harassment and assault take place, according to 21.6% of survey participants. In general, most female or LGBTIQ passengers have experienced some form of harassment or discrimination on public transport in the last three years. Some 20% of survey participants said they had reduced their use of public transport following an incident of harassment or discrimination, which limited their social life and range of opportunities, including job opportunities, and 30% of respondents said they would use their private car instead of public transport if they could.²¹

Barcelona stands out as a city for which comprehensive information is available. However, data are lacking from many cities and regions in Europe and around the world. Where data on sexual harassment and LGBTIQ discrimination on public transport have been collected, the results tend to be similar to those found in Barcelona:

- In Czechia it was reported in 2021 that more than one-third of women had experienced sexual harassment on public transport.²²
- In France, nearly nine out of ten women have experienced harassment on public transport, according to a 2019 survey.²³
- A 2019 survey on LGBTIQ people in the European Union and North Macedonia and Serbia found that 57% of respondents try to hide their LGBTIQ²⁴ identity on public transport because they perceive it as risky and unsafe.²⁵
- A study on intersectional mobility carried out in the United Kingdom in 2017 and in Tel Aviv in 2018 revealed that transsexual women and gender non-conforming queers suffer most from acts of violence on public transport.²⁶
- A survey carried out for Transport for London in 2007 reported that LGBTIQ passengers were three times more likely to face unsolicited sexual behaviour on public transport than heterosexual and cis-normative people.²⁷

In addition, women with sensorial, physical, cognitive or mental disabilities are even more excluded from public transport because of harassment and discrimination.²⁸ Another persistent barrier to public transport access is racist discrimination.

1.5 Applying a gender equality and diversity lens

Applying a gender and diversity lens to public transport infrastructure investments and services makes it possible to identify not only barriers and shortcomings, but also opportunities to improve gender equality and reduce harassment and discrimination, ultimately benefiting public transport users and operators alike.

²¹ European Investment Bank, 2023, *Survey Result's analysis. Deliverable 08 - AA-010885-001 - Gender and Diversity Equality for Urban Public Transport in Barcelona (Spain)*, unpublished report.

²² Nattrass, William and Zahradnicek-Haas Elizabeth, 2021, [A third of women experience sexual harassment in Czech public transport](#), Expats.cz.

²³ Igdir, Idil, 2023, [A new initiative by the French Public Transport Operator RATP to combat sexist and sexual violence with the introduction of 'Safe Spaces'](#), GHRTV.

²⁴ European Crime Prevention Network, 2022, [A victim centred approach to preventing repeat hate crime victimisation of LGBTI people](#).

²⁵ European Union Agency for Fundamental Rights, 2020, [A long way to go for LGBTI equality](#).

²⁶ Weintrob, Amos, Hansell, Luke, Zebracki, Martin, Barnard, Yvonne and Lucas, Karen, 2021, [Queer mobilities: critical LGBTQ perspectives of public transport spaces](#), *Mobilities* 16(5), 775-791.

²⁷ Transport for London, 2012, [Understanding the Travel Needs of London's Diverse Communities: The Lesbian, Gay and Bisexual \(LGB\) Community](#).

²⁸ Di Ciommo Florida, Rondinella, Gianni, Foldesi, Erzsébet, Gábor Bánfi, Miklós, Giorgi, Sabina, Hueting, Rebecca, Basu, Samyjit, Delaere, Hannes and Keseru, Imre, 2023, *When an Inclusive Universal Design Starts by the Data Collection Methods*, *Transportation Research Procedia* 72, 2968-2975.

Achieving climate targets

Climate change disproportionately affects women, girls and LGBTIQ people and amplifies gender inequalities, since these groups have less access when it comes to resources, information, technology, financing and decision-making.²⁹

However, women are also effective actors of change.³⁰ The European Institute for Gender Equality published two studies in 2019³¹ and 2020³² showing that integrating gender aspects into the climate mitigation and adaptation measures of the European Green Deal can lead to greater acceptance, effectiveness and sustainability of these measures, and that higher women's participation in the energy transition can mean higher CO₂ savings as the needs and perspectives of all genders are equally taken into account. Findings on gender aspects are available in almost all fields of climate action, and show that greater involvement of women and more gender-responsive measures lead to more effective and efficient climate policy.

If social factors are not considered in the transport sector, sustainability measures may prove ineffective simply because so many people continue to use their cars, whether by preference or necessity. This undermines the green transition and the European Union's goal of decarbonisation.

Better accessibility for everyone

Equal access to mobility is crucial for social participation. Considering mobility from a gender perspective and taking gender-specific needs into account in the design of mobility solutions leads to more efficient, sustainable and inclusive transport systems. Acknowledging the impact of enhanced equality and better mobility opportunities for everyone contributes to several UN Sustainable Development Goals (SDGs), in particular SDG 5, "Achieve gender equality and empower all women and girls."

Applying a gender and diversity lens in transport reveals how transportation hurdles are connected to poverty and social exclusion, and how this disproportionately affects women and minorities.³³ Introducing the concept of mobility of care acknowledges the need to quantify, assess and expose the daily travel associated with care work, which is disproportionately performed by women.³⁴

Retaining public transport users

Women, who make up the majority of public transport users, suffer from the gender-based barriers described above. This indicates that they are more likely to be using public transport by necessity, as opposed to choice, and would opt to use private transport instead, given the opportunity. This potential behavioural change is consistent with the results of several studies confirmed by the EIB in its recent climate survey appraisal. With the climate crisis worsening and inequality growing, it is clear that the climate and social crises are interconnected, and that one cannot be solved without the other. A gender perspective can therefore help retain female passengers and have a direct and indirect impact on the economic sustainability of investment in public transport and on the broad regions and communities it serves.

²⁹ UN Women, 2022, [Explainer: How gender inequality and climate change are interconnected](#).

³⁰ European Institute for Gender Equality, 2023, [Gender Equality Index 2023](#).

³¹ European Institute for Gender Equality, 2019, [Gender equality and the energy transition in the EU](#) (accessed 31 January 2024).

³² European Institute for Gender Equality, 2020, [Gender equality and the green transition: Exploring the challenges and opportunities for the EU and Member States](#).

³³ Reis, Vasco and Freitas, André, 2021, *Forced car ownership and forced bus usage: contrasting realities of unemployed and elderly people in rural regions: the case of Guarda, Portugal*, in Kuttler, Tobias and Moraglio, Massimo, *Re-thinking mobility poverty. Understanding Users' Geographies, Backgrounds and Aptitudes*.

³⁴ De Madariaga, Inés Sanchez, 2013, *Mobility of care: Introducing new concepts in urban transport*, Fair Shared Cities: The Impact of Gender Planning in Europe, 33; Di Ciommo, Florida, 2020, [Rights and claims for metropolitan mobility](#), Metropolis Observatory 10.

Employment opportunities

Efforts to provide safer public transport options can have far-reaching effects, including on access to employment and tourism. Promoting gender diversity in the transport workforce encourages the participation of women and other underrepresented groups in traditionally male-dominated jobs within the transport sector.

Only 22% of transport workers in the European Union are women, with the numbers dipping lower in some sub-sectors.³⁵ Worldwide, the share of women working in transport is 16.8%.³⁶ In addition, women are underrepresented in political decision-making in the transport sector at the European and national levels. Although no recent data on LGBTIQ transport workers are available, studies on the exclusion of LGBTIQ workers point to the economic benefits of considering employment opportunities for LGBTIQ people.³⁷

Applying a gender lens³⁸ can also significantly contribute to retaining and attracting talent. Prospective employees, particularly millennials and younger generations,³⁹ are more likely to be attracted to organisations known for their efforts and commitment to the well-being of their staff members. Having more women in leadership positions also improves the quality of employment for women in the transport sector and for female passengers.

Wider economic benefits

A sense of greater security and accessibility could lead to change in the travel patterns of women, girls, gender non-conforming people and LGBTIQ people in Barcelona. This would benefit various sectors, such as hospitality, food service, entertainment and nightlife.⁴⁰ This multiplier effect supports local businesses and contributes to economic growth. Applying a gender lens in the sector also improves people's access to education, healthcare and overall activities related to well-being.⁴¹

³⁵ European Institute for Gender Equality, 2023, [Gender Budgeting](#).

³⁶ Sustainable Mobility for All, 2023, [Gender Imbalance in the Transport Sector: A Toolkit for Change](#).

³⁷ Flores, Andrew, Koehler, Dominik, Lucchetti, Leonardo, Cortez, Clifton, Djindjić, Jovana and Kuzmanov, Lidija. 2023, *The Economic Cost of Exclusion Based on Sexual Orientation, Gender Identity and Expression, and Sex Characteristics in the Labor Market in the Republic of North Macedonia*, Washington, DC: World Bank.

³⁸ European Commission, Directorate-General for Mobility and Transport, Giannelos, Ioannis, Smit, Geert, Gonzalez Martinez, Ana-Rosa, 2019, [Business case to increase female employment in transport](#), Publications Office of the European Union.

³⁹ PwC, 2021, [Millennials at work: Reshaping the workplace](#).

⁴⁰ Cresswell, Tim and Uteng Tanu Priya, 2008, [Gendered mobilities: Towards a holistic understanding](#), Gendered Mobilities.

⁴¹ International Finance Corporation, 2020, [Addressing Gender-Based Violence and Harassment \(GBVH\) in the Public Transport Sector](#).

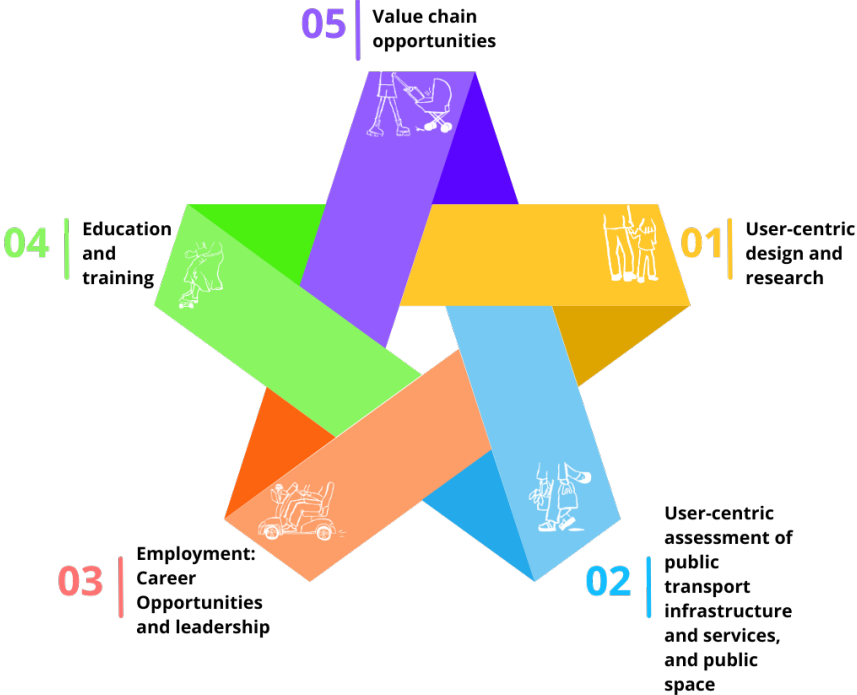
2 STRATEGIES, IMPLEMENTATION AND PROJECT IMPACT

2.1 Gender equality and public transport

The transport sector serves a public role, which requires it to support gender equality, prevent and combat sexual harassment and discrimination, and ensure the safety and well-being of all public transport users, including women, girls and LGBTIQ people.

Tackling sexual harassment and discrimination and improving gender equality on public transport calls for a multifaceted approach. This section examines a variety of paths towards mobilising positive change in promoting gender equality and diversity.

Figure 1. Gender lens considerations for transport operators



Source: EIB technical assistance team

2.1.1 User-centric design and research

Studies show that:



- Transport systems are essential for people’s health, employment and personal well-being within their social environment.
- Failing to meet safety and security needs in transport may result in physical, social, geographical and economic exclusion.⁴²

Evaluating what people find necessary and important for improving their quality of life can be complicated, especially in mobility, because the needs vary so widely. “Personas” – fictional characters representing user profiles with specific behaviours, attitudes, beliefs and goals – can be used to represent the needs of users. The survey carried out in Barcelona as part of the EIB technical assistance⁴³ adopted an intersectional approach, integrating the individual characteristics of gender and sexual orientation, race, disability and age (the intersectional data collection process is described in Lesson #1 in Chapter 3). The insights generated were used to inform the selection of preventive measures to address the specific needs of diverse profiles and improve their access to the public transport system.

Using personas helps anticipate specific contexts and user needs with empathy. Personas allow policymakers and public transport operators to think of the user as a real person – someone with a name, a face, and a life with daily habits. While accounting for intersectionality, these designs capture the most relevant user profiles: those who are in vulnerable positions and who tend to be underrepresented in research and policymaking.⁴⁴

Four personas were created based on the experiences of real people interviewed during the fieldwork in Barcelona:

- a female racial minority migrant caregiver;
- an older woman;
- an LGBTIQ person with disabilities;
- a female employee of a transport operator.⁴⁵

See [Annex I](#) for the persona factsheets.

2.1.2 User-centric assessment of public transport infrastructure and services and public space



The user-centric assessment describes the use of gender impact assessment tools through the various stages of a transport project, including policy formation, regulation, strategy

⁴² Currie, Graham, 2004, [Gap analysis of public transport needs: Measuring spatial distribution of public transport needs and identifying gaps in the quality of public transport provision](#), Transportation Research Record, 1895(1), 137-146; Currie, Graham and Senbergs, Zed, 2007, [Identifying spatial gaps in public transport provision for socially disadvantaged Australians: the Melbourne 'Needs-Gap' Study](#), Australasian Transport Research Forum 2007, conference proceedings.; Di Ciommo, Floridea and Shiftan, Yoram, 2017, [Transport equity analysis](#), Transport Reviews 37(2), 139-151; Guimarães, Thiago, Lucas, Karen, and Timms, Paul, 2019), [Understanding how low-income communities gain access to healthcare services: A qualitative study in São Paulo, Brazil](#), Journal of Transport & Health 15, 100658.

⁴³ European Investment Bank, 2023, Survey Result’s analysis. Deliverable 08 - AA-010885-001 - Gender and Diversity Equality for Urban Public Transport in Barcelona (Spain), unpublished report.

⁴⁴ Di Ciommo, Floridea., Tu, Eleonora, Devis, Juanita, Specktor, M, Shiftan, Yoram, Jaenike, Miguel, Rondinella, Gianni, Esau, Acosta, Lamoza, Thais, Schluss, Martina, and Nys, Arne, 2023, [INDIMO Communities of Practice in Monghidoro, Antwerp, Galilée, Madrid, and Berlin: A Common Space for Co-designing Inclusive Digital Mobility Solutions](#), Towards User-Centric Transport in Europe 3: Making Digital Mobility Inclusive and Accessible, Cham: Springer International Publishing, 127-141; Harlay, Aurora, 2015, [Personas make users memorable for product team members](#), Nielsen Norman Group.

⁴⁵ The fourth persona is based on the Community of Practice, carried out with TMB personnel, EIB experts and the external consultancy team. It was created with the specific purpose of capturing career opportunities of women in the sector.

development, programme implementation and individual measures. The three primary objectives for using gender impact assessment tools are:

- identifying gender relevance – that is, determining the transport project’s significance and impact on different genders;
- helping to formulate regulations – that is, helping draft or amend documents to ensure they consider gender-specific requirements;
- evaluating and adapting public transport services to meet the unique needs of different genders.



These gender monitoring tools evaluate whether existing policies, programmes, strategies and individual measures can lead to the desired changes and achieve their intended gender-related objectives.⁴⁶ Gender impact assessment tools are described in detail in Lesson #3 and information on gender budgeting⁴⁷ is provided in Lesson #4 (all of the lessons learnt can be found in Chapter 3). Lesson #11 describes how to integrate gender considerations into the design of public transport infrastructure.

Gathering data on user profiles and their experience of barriers is crucial for improving infrastructure, services and access to amenities. Central to this user-centric assessment process is the development of a gender-transformative business case to lend insight in investment decision-making to prevent sexual harassment and discrimination on public transport, as described in Lesson #2.

2.1.3 Career and leadership opportunities for women in the transport sector

Employment in the transport sector has remained unattractive to women due to the male-dominated culture, irregular working hours and poor work-life balance: These make it harder to combine employment with care work, most of which is still done by women.⁴⁸ Although research quantifying improvements resulting from increased female employment is lacking, it is widely agreed that diverse workforces yield social and economic gains. Women and gender-nonconforming people bring a variety of skills, sensitivity to risk, and response to social demands in the field of work (for example, family reconciliation). In addition, diversifying the staff can help fill job vacancies, which is critical in the transport sector, where the workforce has aged significantly in recent years.⁴⁹

In fostering workforce diversity by hiring women and LGBTIQ people for positions traditionally dominated by men, such as drivers and mechanics, public transport companies can significantly improve the sense of security among users. In addition, introducing managerial opportunities for women and LGBTIQ people can bring new and diverse perspectives to the public transport system, bolstering support for inclusive employment practices.⁵⁰

Increasing the number of female drivers can reduce the number of accidents: Findings by the [CARE database on road accidents](#) and the European Transport Safety Council clearly show that accidents involving women drivers are fewer and less severe than accidents involving men (in number of accidents per driver and of accidents per

⁴⁶ European Institute for Gender Equality, 2023, [Gender mainstreaming methods and tools](#).

⁴⁷ Gender budgeting describes a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures to promote gender equality. See: European Institute for Gender Equality, 2023, [Gender Budgeting](#).

⁴⁸ European Transport Workers’ Federation (ETF), 2020, [Making the transport sector fit for women to work in](#).

⁴⁹ Transport workforce development challenges are covered in the [International Road Transport Union’s](#) regular driver shortage reports and in Pomoni, Maria, Laiou, Alexandra, Plati, Christina, George, Yannis, Loukea, Martina, Bekiaris, Evangelos, 2020, [Future trends in transport workforce based on demographic, behavioural, cultural and socioeconomic factors](#), Transportation Research Procedia 48, 2811–2820.

⁵⁰ Cook, Alyson and Glass, Christie, 2013, [Women and top leadership positions: towards an institutional analysis](#), Gender, Work and Organization, 21(1), 91–103; Glass, Christie and Cook, Alyson, 2017, [Do women leaders promote positive change? Analyzing the effect of gender on business practices and diversity initiatives](#), Human Resource Management, 57(4), 823–837.

kilometre driven).⁵¹ Further research on this subject documented in the business case developed by the European Commission on female employment⁵² shows that women take better care of vehicles and are less likely to cause risky situations, leading to fewer repairs.



It is essential to promote diversity in recruitment, ensuring equitable access to employment opportunities for all genders across various organisational levels. Transport companies' human resources departments and diversity, equality and inclusion units need adequate resources to enable them to implement measures for preventing harassment and discrimination (see Lesson #12, Chapter 3).

2.1.4 Education and training

To improve accessibility and safety on public transport, staff must be well-informed about sexual harassment and discrimination and trained in intervention protocols and internal codes of conduct. Increasing the ratio of female and diverse staff members is a crucial step toward achieving this goal. Educational toolkits for children and students can also play a role in challenging gender stereotypes and highlighting career opportunities within the transport sector.⁵³

Additional training is also needed to shape more welcoming work environments for women and other gender identities. Inclusivity must be a consideration at every level of a company's value chain, including infrastructure, policy and operations. This requires inclusive policies and practical adjustments, such as providing accessible, safe, secure and clean sanitary and changing facilities (including lactation rooms).



Women and minority groups must also be encouraged to participate in technology and innovation within the transport sector, in areas such as data analysis, automation and the development of smart transport solutions. Market strategies should reflect the diversity of transport users, considering various gender perspectives and needs. In this way, the transport sector can become more inclusive and responsive to the diverse needs of its users (Lesson #8, Chapter 3).

In addition to internal training, messages can be disseminated externally through social media campaigns, awareness weeks, newsletters or podcasts. Education programmes in schools can begin raising awareness from an early age.

2.1.5 Value chain opportunities

Transport operators should also demand that their contractors – such as maintenance firms and customer service providers – be inclusive and that they adopt gender-responsive practices in hiring, fostering a supportive work environment and providing training, skill development and career advancement opportunities for women (Lesson #12, Chapter 3).

2.2 Applying a diversity lens yields better results

Developing a business case can lend insight into the investments needed to prevent sexual harassment and discrimination on public transport. Three scenarios are noteworthy for comparison:

- The **frugal scenario**, in which a public transport company can only implement reactive measures after an incident. When gender and diversity are not considered from the outset, the public transport operator must

⁵¹ European Safety Council, 2013, [Risk on the roads: a male problem? The role of gender in road safety](#).

⁵² European Commission, 2019, [Business case to increase female employment in transport](#).

⁵³ European Commission, n.d., [Educational toolkits to help fight gender stereotypes](#).

resort to measures like increasing video surveillance and the number of security agents. However, the survey conducted for TMB shows that these measures have lower social acceptance and are perceived as less effective in diminishing sexual harassment and LGBTIQ discrimination.

- The **business-as-usual** scenario, in which the public transport operator can implement some diversity-related measures but does not have sufficient resources to expand those plans or integrate the policy measures into its strategy.
- A **people-centric scenario**, which incorporates a **gender-transformative approach**, with the viewpoint of users serving as the primary source for designing and implementing measures.

The EIB technical assistance fieldwork in Barcelona found that passengers supported better training for public transport employees, including employees of outsourced services. In addition, they favour passenger-focused options, such as on-demand bus stops on peripheral routes and/or when it is dark (Lesson #11, Chapter 3).

At the corporate level, the public transport operator’s procurement strategy must align with [gender-responsive public procurement](#) standards. This will allow the operator to promote gender and LGBTIQ equality through selection criteria, contract awarding criteria and performance conditions. Adopting a diversity lens means considering gender and LGBTIQ needs and preferences in the planning, development, implementation and evaluation of public transport systems and policies.

The business case designed for TMB, which considered the financial viability of a sexual harassment prevention plan and an antidiscrimination protocol, predicted a return on investment from a people-centric scenario of €2 per every €1 invested by 2030, including societal benefits. This is nearly 1.8 times higher than the frugal scenario, without the adoption of the diversity lens (see Annex II for a comprehensive analysis of costs and benefits for each scenario).

Table 2. Benefit-cost ratio and economic internal rate of return

Scenario	Benefit-cost ratio	Economic internal rate of return
Frugal	1.2	2%
Business-as-usual	1.5	7%
People-centric	2.0	13%

In summary, implementing proactive preventive measures that prioritise passenger feedback can significantly reduce sexual harassment and LGBTIQ discrimination and improve access to transport services, alongside substantial social and economic benefits.

3 LESSONS LEARNT

The lessons highlighted in this section (See Table 3) are based on the technical assistance activities (data collection and survey, business case and results analysis), and on academic literature and examples of best practices in Europe and beyond in battling sexual harassment and LGBTIQ-phobic discrimination on public transport. The literature suggests that there is no single measure that works best to prevent sexual harassment and LGBTIQ discrimination, but that a combination of strategies is needed.⁵⁴ The selection of strategies depends on the local context, and their effectiveness needs to be continuously reviewed in the light of changing circumstances and user experiences.


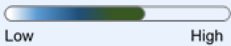


The best practices provided for each lesson learnt are examples in which some of the suggested policies and practices are already being implemented and evaluated.

By adopting these lessons learnt, public transport companies can foster more dynamic and inclusive public transport systems, which can have significant economic repercussions (see business case, [Annex II](#)).

Each lesson learnt includes a transferability potential rating – low, medium or high (See Table 4). This rating is determined by evaluating factors such as the resources needed, the number and severity of potential obstacles, and the overall complexity of the issue. However, all the lessons are generally transferable and can be adapted to local circumstances.

⁵⁴ Kurshitashvili, Nato, Domínguez González, Karla, Mehmood, Muneeza, Alam, González Carvajal, Laurie Pickup, Karla, Mancini, Lindsey, Shah, Sonal, Mohankumar Jaya, Vishnu and Rajiv, Rithvika, 2022, [Integrating Gender Considerations into Public Transport Policies and Operations – Promising Practices](#), World Bank, Washington, DC; Leon-Himmelstine, Carmen, Munive, Alex, Samuels, Fiona and Stuckert, Anja, 2020, [Safe Ride – Tackling Gender Norms and Preventing Sexual Harassment on Public Transportation](#), Woking, UK: Plan International; Gekoski, Anna, Gray, Jacqueline M., Horvath, Miranda, Edwards, Sarah, Emirali, Aliye and Adler, Joanna R., 2015, [‘What works’ in reducing sexual harassment and sexual offences on public transport nationally and internationally: a rapid evidence assessment](#), project report, Middlesex University, British Transport Police, Department for Transport, London.

Table 3: Overview of the lessons learnt and good practice examples (for additional details see [Annex IV](#)).

TRANSFERABILITY POTENTIAL	LESSON LEARNT	GOOD PRACTICE EXAMPLE
	<p>1. Collecting data with intersectional user profiles and samples, and establishing a baseline</p> <p>Collecting data on sexual harassment and LGBTIQ discrimination is a necessary precondition for understanding the complexity of the topics, the opportunities and challenges, and the current shortcomings and solutions to harassment from the perspectives of a user, non-user, and ex-user in local contexts.</p>	<p>Barcelona, Spain: Sexual Harassment Survey (2023)</p>
	<p>2. Presenting a gender-transformative business case</p> <p>A business case is essential for analysing investment decisions related to combating sexual harassment and discrimination within the public transport operator's network. The main goal of the business case is to assess the economic viability of an investment and its ability to yield a favourable return. A gender-transformative business case that considers passengers' viewpoints should also consider the benefits of sustainability, such as social well-being and improved environment. The business case should be holistic.</p>	<p>Barcelona, Spain: Business case for TMB (2023)</p>
	<p>3. Applying gender assessment tools when planning infrastructure investments and transport services</p> <p>Transport operators can mainstream gender in an intersectional way throughout their project cycles. To achieve this, various gender mainstreaming tools should be standardised, integrated into planning procedures and used according to local circumstances.</p>	<p>Dublin, Ireland: Transport Infrastructure Ireland (TII) Gender Lens Checklist (2021)</p> <p>Melbourne, Australia: Tram Lab Toolkit-series to inform training and awareness by Victoria State Government and La Trobe University (2020)</p>
	<p>4. Integration and use of gender budgeting</p> <p>Transport operators can mainstream gender in an intersectional way throughout their budgets. To achieve this, gender budgeting should be standardised, integrated into planning procedures and used according to local circumstances and in combination with other gender mainstreaming tools.</p>	<p>Brussels, Belgium: Plan to combat Violence against Women 2020-2024</p>

	<p>5. Establishing intersectional gender and diversity strategies and prevention plans</p> <p>Policy strategies, objectives and concrete measures must be defined and coordinated by the transport operators and local governments and municipalities to prevent discrimination and harassment of transport company employees and passengers. Overarching policies and objectives are best defined on a governance level through intersectional gender and diversity strategies which guide the transport operators in formulating and implementing specific measures in a prevention plan against harassment.</p>	<p>Victoria State, Australia: Action Plans for diversity and inclusion focusing on gender, LGBTIQ, accessibility and Aboriginal Self-Determination (2022-2025)</p>
	<p>6. Establishing a monitoring system and evaluation framework for measures against harassment and discrimination</p> <p>A monitoring system and evaluation framework makes it possible to measure performance, identify shortcomings and priorities, and keep track of the progress in preventing sexual harassment and LGBTIQ-phobia.</p>	<p>Barcelona, Spain: Monitoring system and evaluation framework for TMB (2023)</p>
	<p>7. Shifting from a surveillance-based approach to a care-based approach</p> <p>Traditional approaches to tackling harassment and discrimination often focus on punitive measures and prioritise initiatives like the use of surveillance cameras and the deployment of police or security forces. Although these measures can help find and prosecute the perpetrators, they typically do not help prevent harassment or offer support and care for victims. The findings of the survey conducted in Barcelona show that these are not the preferred means for combating sexual and LGBTIQ harassment of public transport users, especially of more marginalised groups who face intersecting forms of systemic discrimination. To combat harassment and any form of aggression, the users most exposed to incidents of harassment should be placed at the centre of the analysis and the measures most helpful to them should be considered.</p>	<p>São Paulo, Brazil: Support stations at bus terminals (2022)</p> <p>Barcelona, Spain: “Purple points” (2021)</p>





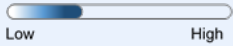


	<p>8. Establishing staff training programmes to ensure quality support for victims</p> <p>Many different employees of a public transport operator are involved in dealing with cases of sexual harassment and LGBTIQ discrimination, from those who respond to incidents first-hand, to those who handle reports of harassment or provide information and support for victims. Appropriate training is key to a successful prevention strategy.</p>	<p>Brussels, Belgium: Training sessions as part of the “Regional Plan against Violence against Women” (2022)</p> <p>Community of Practice: Mares Urban Innovation Action (2019)</p>
	<p>9. Establishing diverse reporting channels and mechanisms</p> <p>Cases of sexual harassment and LGBTIQ aggression on public transport often go unreported.⁵⁵ Sometimes there are no effective and confidential reporting channels or mechanisms. Even if they do exist, users are not always aware that reporting can lead to action. It is fundamental to have reporting mechanisms and channels in place for public transport users and staff.</p>	<p>Melbourne, Australia: Low-barrier reporting system via text message (2022)</p>
	<p>10. Defining campaigns and education programmes to support harassment prevention</p> <p>Raising awareness about sexual harassment and different forms of discrimination is an important preventive measure. Awareness-raising campaigns should be introduced for different target groups about different and intersecting forms of gender-based violence and sexual harassment, and about what to do in case someone experiences or witnesses harassment. This also creates awareness among users, promotes co-responsibility and action by bystanders, and makes harassers aware of the consequences of their behaviour.</p>	<p>Transport for London, United Kingdom: Report it to stop it campaign (2015-2017); Zero tolerance towards harassment campaign (2021)</p>
	<p>11. Gender considerations in design and planning of public transport</p> <p>A gender-responsive approach to spatial design, using the tactical urbanism approach in public transport networks and public spaces, helps to address gender-based barriers, respect gender differences and overcome structural barriers. Infrastructure decisions related to the design of metro, tram and bus stops play an important role in improving subjective security and reducing the sense of danger.</p>	<p>Freiburg, Germany: Quality assurance of the design planning of the Zähringen light rail extensions of the stops (2004)</p> <p>Barcelona, Spain: Bus de barri (1998)</p>
	<p>12. Mainstreaming gender in procurement, labour contracts and career opportunities</p> <p>The survey conducted in the Barcelona technical assistance⁵⁶ found that many users thought a higher share of female staff members would improve their perception of security. Gender-related strategies, such as gender-responsive public procurement methods, play an important role in ensuring a more diverse workforce.</p>	<p>Dublin, Ireland: Transport Infrastructure Ireland (TII) Recruitment and Retention Strategy (2022)</p>

Table 4. Transferability potential rating guidelines

Transferability potential	Assessment criteria
<p>Low</p> 	<p>Resources: Staff, working time and financial means for implementation are abundant.</p> <p>Parties involved: The transport operator needs to coordinate with many external companies and/or internal departments.</p> <p>Potential barriers: Many and considerable potential barriers (such as high implementation costs, lack of data, or lack of commitment and/or staff/management capacity).</p> <p>Complexity: Elements that need to be considered are numerous and/or complex, and time needed for implementation is long (for example, if a measure requires pre-analysis or altering infrastructure).</p>
<p>Medium</p> 	<p>Resources: Staff, working time and financial means for implementation are manageable.</p> <p>Parties involved: The transport operator needs to coordinate only internally or only with regular partners (that is, the relationship is already established).</p> <p>Potential barriers: A maximum of one considerable potential barrier (such as resource constraints).</p> <p>Complexity: Elements that need to be considered are manageable.</p>
<p>High</p> 	<p>Resources: Staff, working time and financial means for implementation are low.</p> <p>Parties involved: The transport operators can implement the lesson learnt independently or need only coordinate internally or with regular partners.</p> <p>Potential barriers: Potential barriers exist, but are manageable.</p> <p>Complexity: Few elements need to be considered or are already implemented.</p>

For examples of the tools developed through the EIB technical assistance see the following annexes:

[Annex I](#): The persona method;

[Annex II](#): How to design a business case;

[Annex III](#): Scheme to monitor and evaluate preventive measures;

[Annex IV](#): Detailed description of the lessons learnt.

⁵⁵ “Unreported” and “underreported” are sometimes used interchangeably to mean “not reported” without specifying whether a case was not reported at all or reported without all the necessary details (for example, in Sexism at work: how can we stop it? Under-reporting of sexual harassment and Unreported violence against women masks true extent of problem). This report uses “not reported” to signal cases that have not been reported at all.

⁵⁶ European Investment Bank, 2023, Survey Result’s analysis. Deliverable 08 - AA-010885-001 - Gender and Diversity Equality for Urban Public Transport in Barcelona (Spain), unpublished report.

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