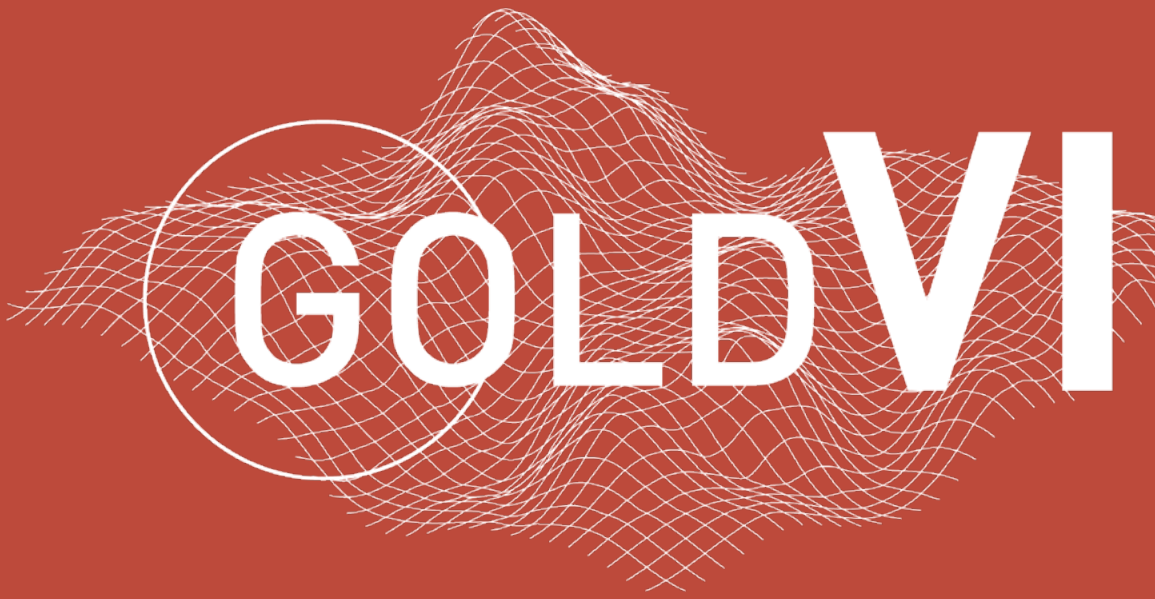

Case-Based Contribution to Chapter 6: Connecting
GOLD VI Report on Pathways to urban and territorial equality

Transport as a means of inclusion

In partnership with:

UCLG United Cities and Local Governments

KNOW Knowledge in Action for Urban Equality

Transport as a means of inclusion

AUTHOR(S)

Claudia Zaragoza

ORGANISATION NAME

UCLG Research

CITIES/COUNTRIES IT COVERS:

Bogota and Medellin (Colombia), Perth (Australia), Shanghai and Liaoning Province (China), Moscow (Russia), Hanoi (Vietnam), Marrakech (Morocco), Kathmandu (Nepal), Quito (Ecuador), Toronto and Montreal (Canada), Istanbul and Konya (Turkey), Brasilia (Brasil), Grenoble (France), Bandung (Indonesia), Berlin and Munich (Germany), Paris (France), Vienna and Graz (Austria), Brussels and Uccle (Belgium), Barcelona (Spain), London (United Kingdom), Oslo (Norway), Addis Ababa (Ethiopia), Mexico City (Mexico), Freetown (Sierra Leone)

CHAPTER

6: Connecting

SUMMARY

"Providing access to safe, affordable, accessible and sustainable transport systems for all" is one of the main objectives of the 2030 Agenda. Adequate transport systems and safety roads are indispensable to connect inhabitants with social and economic opportunities. Precisely for that reason, access to public transportation is a key factor to reduce urban and territorial inequality. Equal opportunities in access to public transports to reach jobs and benefit social life are critical: limited access to residents from poor or peripheral areas, lack of security (especially for women and girls), accidents, congestion and pollution, high fares are some of the widespread complaints that undermine our rights to the city. Many local governments develop actions to enhance public transport systems to respond to the SDGs (e.g., SDG targets 11.2, 3.6 or 5.1). This paper provides a non exhaustive overview of selected LRGs' initiatives to increase affordability, accessibility, safety, sustainability and acknowledge informal transport systems as integral part of the city.

Zaragoza, Claudia (UCLG Research). "Transport as a means of inclusion".
***GOLD VI Pathways to Equality Cases Repository:* Connecting (2022).**
United Cities and Local Governments.

"Providing access to safe, affordable, accessible and sustainable transport systems for all" is one of the main objectives of the 2030 Agenda. Adequate transport systems and safety roads are indispensable to connect inhabitants with social and economic opportunities. Precisely for that reason, access to public transportation is a key factor to reduce urban and territorial inequality. The responsibilities over public transport are shared among different levels of government, with a wide diversity between countries. Nevertheless, there is a general schema of transport responsibilities' distribution among subnational governments. The national government is generally in charge of highways and main transport infrastructures (railways, main ports, and airports). The regional or intermediary levels are in charge of regional roads and intermediate infrastructures (regional railways, buses systems or airports), ensuring rural-urban linkages and integrated regional development. At the municipal level lies the responsibility of local roads, urban public transports and lighter infrastructures.[1] Understandably, deviations from this classification might occur according to the specificities of each territory.

Equal opportunities in access to public transports to reach jobs and benefit social life are critical: limited access to residents from poor or peripheral areas, lack of security (especially for women and girls), accidents, congestion and pollution, high fares are some of the widespread complaints that undermine our rights to the city. Many local governments develop actions to enhance public transport systems to respond to the SDGs (e.g., SDG targets 11.2, 3.6 or 5.1).

Cities often have to make trade-offs to ensure public transport services that are accessible for all. To support low-income users of public transport, regulation on prices by local governments' subsidies increases the **affordability** and makes public transport systems reachable to everyone. Many of the measures implemented by local authorities in this regard are targeted transport subsidies. For example, in Bogota (Colombia) poverty targeting systems and databases are implemented to design pro-poor targeted subsidies through the issue of smart transport cards to targeted beneficiaries, with the aim to maximize labour market outcomes.[2] In many cities, such as in Perth (Australia), fares are kept low to maintain transport affordable to specific targeted groups, e.g. retired persons, scholars, unemployed.[3] In France, front runner cities are moving toward public transport free of charges to enhance the use of public transport services and reduce the use of private cars.[4]

Public transport in Moscow, Russia
Source: Cdni

To make transport **accessible** to all, especially to groups that suffer from different forms of exclusion, different initiatives are being implemented. Public transport services are increasingly adapting to people with special needs. For instance, in **Shanghai** (China) older persons and people with disabilities are engaged in auditing transport accessibility.[5] In **Moscow** (Russia), the City Government's *Dobry Avtobus* (Bus of kindness) is a social project that seeks to support senior citizens

1. OECD, *Making Decentralisation Work*. See also UCLG, GOLD III: *Basic services for all in an urbanizing world*

2. Rodriguez et al., "Examining the implementation and labor market outcomes of targeted transit subsidies: SISBEN subsidy for Bogota's urban poor"

3. Carruthers et al., "Affordability of Public Transport in Developong Countries"

4. In cities such as Aubagne, Calais, Dunkerque, Niort, Libourne, Castres, Gap, and Châteauroux. Le Monde, "Des élus de gauche appellent à la « révolution » de la gratuité des transports"

5. Frye, "Disability Inclusive Public Transport: Practical steps to making public transport disability inclusive"

to increase their mobility and social activity. The accessibility in public transportation is achieved when the competent government ensures the enabling conditions so everyone can use it. To this end, it is paramount to **hear the opinions and recommendations from the groups that are usually left aside in the current system for the design of new strategies.**

Conversely, accessibility deals as well with the access to transportation to peripheral and marginalized areas. The government of **Medellin** (Colombia) implemented the Metrocable to connect informal settlements located in the steep hillside of the city to address problems of accessibility, integration, and security.[6] The connection with peripheral areas is upgraded by making the service more regular and accessible to inhabitants. The sharp decline in travel time has stimulated employment and social integration.

Accessibility is closely related to the concept of **safety.** Women and girls around the world particularly regard public transportation as spaces where they often feel insecure and are prone to suffer harassment. Diverse examples of gender-responsive transport initiatives have been put in place in different geographies. Metropolitan governments like those of **Hanoi** (Vietnam) and **Marrakech** (Morocco) provide training to professionals.[7] In **Kathmandu** (Nepal), a "Public Transport Code of Conduct" has been developed to fight against harassment suffered by women, the elderly, and persons with disabilities.[8] **Quito**'s (Ecuador) "down with harassment project" uses technological advances to improve women's security in public transport.[9] **Toronto**'s (Canada) buses stop at the request of women who travel alone late at night to shorten their walking distance.[10] Similar initiatives are developed in **Istanbul** (Turkey),[11] **Montreal** (Canada),[12] **Brasilia** (Brasil), [13]

Separate subway cars for women in Mexico City
Source: Huffpost

and **Grenoble** (France)[14] among others. The participation of women in decision-making and in the design and management of transportation contributes to develop more gender-responsive policies. In **Liaoning** Province (China), women participation allows for improving secondary roads, traffic management, pedestrian crossings, public lighting, and frequency of bus services.[15]

To reduce the use of motorized vehicles and greenhouse gas (GHG) emissions, green and active mobility initiatives in cities are diversifying sustainable and inclusive transport options to facilitate access for all. Urban public bicycle sharing programs are gaining momentum in Southeast Asia, being the Hangzhou Public Bicycle System the largest in the world, initiated by a state-owned corporation and backed by the local government.[16] The **Bandung** city government (Indonesia) has also promoted a bike-sharing program to reduce traffic problems and restore cycling culture.[17] The 'Bicycle Master Plan' of the **Konya** Metropolitan Municipality (Turkey) consists of a bicycle path of 550 kilometers. The presence of cargo bike systems is also increasing in Europe as an alternative to cars for the delivery of goods and transport of people. European cities like **Berlin** and **Munich** (Germany), **Paris** (France), **Vienna** and **Graz** (Austria), **Brussels** and **Uccle**

6. UN-Habitat, "Metrocable Medellín: Estudio de Caso"

7. Metropolis, Asociación mundial de las grandes metrópolis Mujeres y Ciudades Internacional (WICI), *Seguridad y espacio público: Mapeo de políticas metropolitanas con visión de género*

8. World Bank, "Gender and Public Transport. Kathmandu, Nepal"

9. Through a mobile app that facilitates the report of sexual harassment and assault on public transportation, developed with UN-Women. Metropolis, Asociación mundial de las grandes metrópolis Mujeres y Ciudades Internacional (WICI), *Seguridad y espacio público: Mapeo de políticas metropolitanas con visión de género*

10. Metropolis, Asociación mundial de las grandes metrópolis Mujeres y Ciudades Internacional (WICI), *Seguridad y espacio público: Mapeo de políticas metropolitanas con visión de género*

11. Ibid.

12. Ibid.

13. Zolttis, "Brasília, Brazil now lets women choose where to get off the bus at night"

14. Franceinfo, "Les bus de nuit de Grenoble proposent désormais des arrêts à la demande"

15. Chen, "Planning for the Laobaixing: Public Participation in Urban Transport Project, Liaoning, China"

16. Shaheen et al., "China's Hangzhou Public Bicycle: Understanding early adoption and behavioral response to bikesharing"

17. Weningtyas et al., "Bike Lane Design for Bicyclists and Bike Sharing in Bandung City"

Urban traffic in Bangkok
Source: Uitp.org

(Belgium), **Barcelona** (Spain), **London** (United Kingdom), or **Oslo** (Norway)[18] offer financial incentives and/or subsidies to purchase (e-) cargo bikes.

However, in middle- and low-income economy cities, **informal transport systems** are in many cases the only viable way to connect peripheral or remote areas with central business districts and with basic services and professional opportunities. Even in cities that have recently invested heavily in government-funded mass transit like **Addis Ababa** (Ethiopia),[20] these systems often perpetuate problems of accessibility and affordability for the poorest residents. Informal transport services, despite addressing the needs of low-income urban dwellers, are characterized by several negative externalities as diverse as congestion, pollution, and reduction of road and personal safety. These negative externalities are not to suggest that informal services should be disposed of by the city government. Instead, informal services should be acknowledged as an integral part of a city's transportation system. Public sector strategies have been implemented to transform the informal sector and provide better quality service to users through technological innovations, such as the institutional reforms in **Mexico City** (Mexico),[21] and the restructuring of the transport system in **Freetown** (Sierra Leone)[22] and in cities across Turkey.[23]

18. Yokler, "Which European cities offer an incentive or subvention, in 2019, for the purchase of an electric cargo bike for delivery?"

19. Tun et al., "Informal and Semiformal Services in Latin America: An Overview of Public Transportation Reforms"

20. Calnek-Sugin, Heeckt, "Mobility for the Masses: The essential role of informal transport in the COVID-19 recovery"

21. UITP, "Key insights into transforming the informal transport sector"

22. Ibid.

23. Ibid.

References

Calnek-Sugin, Talia, Heeckt, Catarina. "Mobility for the Masses: The essential role of informal transport in the COVID-19 recovery", London School of Economics, 2020. Retrieved from https://www.lse.ac.uk/cities/publications/blogs/mobility-for-the-masses.

Carruthers, Robin, Dick, Malise, Saurkar, Anuja. "Affordability of Public Transport in Developong Countries", The International Bank for Reconstruction and Development/ The World Bank, Transport Papers, no.3, 2005. Retrieved from https://assets.publishing.service.gov.uk/media/57a08ca640f0b652dd001470/C21-TP-3_affordability_final.pdf.

Chen, Wenling. "Planning for the Laobaixing: Public Participation in Urban Transport Project, Liaoning, China", 2006. Retrieved from https://documents1.worldbank.org/curated/en/662151468019166833/pdf/841810WP0Chen00Box0382094B-00PUBLIC0.pdf.

Franceinfo. "Les bus de nuit de Grenoble proposent désormais des arrêts à la demande", July 4, 2018. Retrieved from https://france3-regions.francetvinfo.fr/auvergne-rhone-alpes/isere/grenoble/bus-nuit-grenoble-proposent-desormais-arrets-demande-1506365.html.

Frye, A. "Disability Inclusive Public Transport: Practical steps to making public transport disability inclusive", UK Government, Policy Brief, October 29, 2019. Retrieved from https://www.gov.uk/research-for-development-outputs/disability-inclusive-public-transport-practical-steps-to-making-public-transport-disability-inclusive#abstract.

Le Monde, "Des élus de gauche appellent à la « révolution » de la gratuité des transports", April 11, 2021. Retrieved from https://www.lemonde.fr/politique/article/2021/04/11/des-elus-de-gauche-appellent-a-la-revolution-de-la-gratuite-des-transports_6076340_823448.html?xtor&&M_BT=54991326884981#x-3D;EPR-33281090-[cities]-20210412.

Metropolis, Asociación mundial de las grandes metrópolis Mujeres y Ciudades Internacional (WICI). Seguridad y espacio público: Mapeo de políticas metropolitanas con visión de género, 2018. Retrieved from https://www.metropolis.org/sites/default/files/resources/Seguridad_espacio_p%C3%BAblico_Mapeo_genero.pdf.

OECD. Making Decentralisation Work. Paris, 2019. Retrieved from https://www.oecd-ilibrary.org/governance/making-decentralisation-work-in-chile_9789264279049-en.

Rodriguez, Camila, Gallego, Juan Miguel, Marinez, Daniel, Montoya, Sergio, Peralta-Quiros, Tatiana. "Examining the implementation and labor market outcomes of targeted transit subsidies: SISBEN subsidy for Bogota's urban poor", Transportation Research Record, vol. 2581, no. 1 (2016): 9–17. Retrieved at https://journals.sagepub.com/doi/abs/10.3141/2581-02.

Shaheen, Suzan A., Zhang, Hua, Martin, Elliot, Guzman, Stacey. China's Hangzhou Public Bicycle: Understanding early adoption and behavioral response to bikesharing. Transportation Research Record, vol. 2247, (2011): 33–41. Retrieved from https://journals.sagepub.com/doi/10.3141/2247-05.

Tun, Thet Hein, Welle, Benjamin, Hidalgo, Dario, Albuquerque, Cristina, Castellanos, Sebastian, Sclar, Ryan, Escalante, David. "Informal and Semiformal Services in Latin America: An Overview of Public Transportation Reforms", 2020. Retrieved from https://publications.iadb.org/en/informal-and-semiformal-services-latin-america-overview-public-transportation-reforms.

UCLG. GOLD III: Basic services for all in an urbanizing world, 2013. Retrieved from https://www.gold.uclg.org/sites/default/files/GOLD_III_ENG_final.pdf.

UITP. "Key insights into transforming the informal transport sector", 10, 2021. Retrieved from https://www.uitp.org/publications/key-insights-into-transforming-the-informal-transport-sector/.

UN-Habitat. "Metrocable Medellín: Estudio de Caso", 2021. Retrieved from https://onuhabitat.org.mx/index.php/metrocable-medellin-estudio-de-caso.

Weningtyas, Widyarini, Aulia, Qiranawangsih, Adriani, Lestari H., Nurlayla, Arbie. "Bike Lane Design for Bicyclists and Bike Sharing in Bandung City", CSID Journal of Infrastructure Development, vol. 1, no. 1 (2015). Retrieved from http://jid.eng.ui.ac.id/index.php/journal/article/view/14.

World Bank. "Gender and Public Transport. Kathmandu, Nepal", 2013. Retrieved from https://www.worldbank.org/content/dam/Worldbank/document/SAR/nepal/Gender-and-Public-Transport-in-Nepal-Report.pdf.

Yokler. "Which European cities offer an incentive or subvention, in 2019, for the purchase of an electric cargo bike for delivery?", 2019. Retrieved from https://www.yokler.com/accueil-fr/en/which-european-cities-offer-an-incentive-or-subvention-in-2019-for-the-purchase-of-an-electric-cargo-bike-for-delivery/.

Zolttis, Luisa. "Brasília, Brazil now lets women choose where to get off the bus at night", TheCityFix, November 13, 2014. Retrieved from https://thecityfix.com/blog/brasilia-brazil-women-bus-stop-night-safety-sexual-assault-luisa-zottis/.

CONNECTING

This paper has been produced as a Case-Based Contribution to the sixth Global Report on Local Democracy and Decentralization (GOLD VI): the flagship publication of the organized constituency of local and regional governments represented in United Cities and Local Governments. The GOLD VI report has been produced in partnership with the Development Planning Unit (University College London), through the programme Knowledge in Action for Urban Equality (KNOW). GOLD VI focuses on how local and regional governments can address the local manifestations of growing inequalities and contribute to create "Pathways to urban and territorial equality". The GOLD VI report has been produced through a large-scale international co-production process, bringing together over a hundred representatives of local and regional governments, academics and civil society organizations. This paper is an outcome of this process and is part of the *Pathways to Equality Cases Repository*, which collects the over 60 Case-Based Contributions produced as part of the GOLD VI report.

In particular, the present paper has contributed to Chapter 6 on "Connecting", which focuses on the role of local and regional governments in increasing urban and territorial equality through improving connectivity between and within cities and citizens through more equitable transport, infrastructure and digital connectivity planning and interventions.

Supported by:

Funded by the European Union

Diputació Barcelona

Sweden Sverige

GCRF Global Challenges Research Fund

UKRI UK Research and Innovation

This publication was produced with the financial support of the European Union. Its contents are the sole responsibility of UCLG and UCL and do not necessarily reflect the views of the European Union.

This document was produced with the financial support of the Barcelona Provincial Council. Its contents are the sole responsibility of UCLG and UCL and do not necessarily reflect the views of the Barcelona Provincial Council.

This document has been financed by the Swedish International Development Cooperation Agency, Sida. Sida does not necessarily share the views expressed in this material. Responsibility for its content rests entirely with the authors.

This document was produced by UCLG and the "Knowledge in Action for Urban Equality" (KNOW) programme. KNOW is funded by UKRI through the Global Challenges Research Fund GROW Call, and led by The Bartlett Development Planning Unit, UCL. Grant Ref: ES/P011225/1