

# Gender Assessment Report E-Motion programme

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## E-Mobility and Low Carbon Transportation Sub-Program 2

– Panamá, Paraguay, Uruguay –

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## Summary

In Latin America, including Panamá, Paraguay, and Uruguay, the gender equality agenda has gained strength from converging national agendas at every scale, particularly with social and feminist movements demanding equality and non-discrimination, and the inclusion of CEDAW principles in national legislation. The reality, however, is that despite new policy frameworks, the implementation and real progress on women's integration, especially into the labour market and key decision-making positions, is weak.

In all 3 countries, the female labour force participation as a share of the total female population at working age is between 53-60% in 2019, which, respectively, is about 20% lower compared to men. Also, occupational segregation persists across countries and women's careers concentrate on low paid jobs and informality. Despite many laws, gender wage gaps persist across sectors and gender roles impede women's access to better economic opportunities since they are mainly forced to take over domestic responsibilities within the households, such as childcare. While in Panamá the proportion of women in managerial positions is above 42%, Paraguay and Uruguay lag in ensuring equal gender representation. Both countries reach a share of around 35%. Regarding the representation of women in political seats at the national and local level, all 3 countries reach poor results. At the national level, Uruguay has the highest level of women representation with 22.2% of seats held by women in parliament. Among the 3 countries, Paraguay reaches the lowest level with 15% of seats represented by women in their national parliament. At the local level proportions vary from 10% in Panamá to 26% in Uruguay of elected seats held by women in deliberative bodies of local government.

Concerning violence against women, 2.8% of ever-partnered women and girls between the age of 15-49 have been subjected to physical and/or sexual violence by a current or former intimate partner in the previous 12 months in Uruguay. This number is comparably low, as in Paraguay 8% and in Panamá 10.1% of women aged 15-49 years reported that they had been subject to physical and/or sexual violence by a current or former intimate partner in the previous 12 months.

The outlook to both keeping the progress and continue reducing the gaps in gender equality is challenging after the COVID-19 pandemic. UN Women and other international organizations fear that recent gains in gender equality might be lost. The COVID-19 pandemic has worsened women's situation and has aggravated differences amongst groups.

Specific actions to guarantee that women feel safe when using public EV transportation, as workers and as users, are imperative in the region. Women in the region are frequently victims of gender-based violence in the transport sector, and the COVID-19 pandemic is exacerbating the numbers. The urban transport system represents an environment where harassment and sexual abuses occur quotidianly in the regular trips women do every day. Incidents can happen in the e-buses, in the e-taxis, while waiting, walking to and from the stops or using charging stations. Incidents increase at night, in isolated vehicles and unattended places, but crowded units as well. Safety and security measures not only benefit women but all the users. The recent study "Ella se mueve segura" (She moves safe) represents a timely and adequate guide from the region that will be used by the program to build capacity and learn at the project level, thanks to online training. Successful ongoing initiatives such as "Bajalé al acoso" in Quito, will be shared within the training. This initiative stands from others because it put together different institutions (police, justice), and it is very accessible by the poor. It has been successful in reducing harassment in the buses in Quito, which in the end, can change social norms towards respect to women's bodies and lives. The program should include communication campaigns to raise awareness and prevent sexual harassment in the public transport sector.

Women are not represented in the jobs generated by the transport sector in the region. The pandemic complicates the return to work for those women who lost their jobs and those whose care responsibilities have increased. The E-Motion Programme can be an opportunity for women in the programme countries to access the jobs generated by the projects to be designed with investment loans. For instance, the public sector projects will help women obtain professional driving licenses to be able to opt for the direct jobs that the e-buses, e-taxis and e-vans will create. This can be done via scholarships for women to receive training on professional driving.

The Gender Action Plan guarantees that recommendations presented in this report are gender responsive and transformative, and translating into specific actions included in the E-Motion Program. Furthermore, the Gender Action Plan will set a budget and ensure a strategy for measuring, monitoring, and adjusting activities when needed. Finally, this report outlines that data collection is crucial to learn, share, and improve transport systems and recommends including an activity that supports the collection of sex-disaggregate data for operating e-buses and e-taxis.

## 1. Introduction

This Gender Assessment Report refers to sub-programme 2 of “E-Motion: E-Mobility and Low Carbon Transportation” (hereinafter referred to as “the Programme”), which includes the countries Panamá, Paraguay, and Uruguay under the accredited entity Corporación Andina de Fomento (CAF – Development Bank of Latin America). The prevailing report was created in cooperation with AFD and grütter consulting.

This document as well as the Gender Action Plan for the Program forms part of GCF’s requirements for all Funding Proposals.

As expressed by the United Nations Sustainable Development Goal 5, achieving gender equality and the empowerment of women is an important goal in itself and also cuts across the rest of the SDGs. However, the world is not on track to achieve gender equality by 2030 and has been pushed further off track by the socioeconomic fallout of the pandemic. Furthermore, the Green Climate Fund (GCF) acknowledges in its Updated Gender Policy (UGP) that climate change can exacerbate existing gender inequalities. CAF as well on the other hand promotes sustainable development and regional integration and in order to contribute to a more inclusive development, through the gender approach, it seeks to ensure that the services provided integrate and meet the needs and interests of all people, especially women from their diversity, and those who face obstacles to benefit from the fruits of development with equal opportunities.

Due to an imbalanced division of labour, lower incomes, and lesser livelihood opportunities, less access and control over land and other productive assets, fewer legal rights, lesser mobility and lesser political and professional representation, women inherit a greater vulnerability to climate change. Women (as well as vulnerable communities) are a vital part of the solution to climate change, thus, need to be equally included in discussions and decisions.

Regarding daily mobility patterns, women are more likely to rely on public transportation than men but they face the following two main barriers and exclusions: (a) Routes and schedules are designed with an only-commuter universally - male model and do not take into account trip-chaining and the different patterns and needs of women and other vulnerable groups; (b) Sexual harassment and other forms of gender- based violence in the vehicles, facilities and, in general, the public space.

In addition, women are not represented in the jobs generated by the construction and transport sector in the region. A fact that could be consider central as the pandemic complicates the return to work for those women who lost their jobs and those whose care responsibilities have increased.

To ensure that current public transport ridership levels are sustained or even increased as part as the transition towards electro-mobility understood as a paradigm change, the gender and other socially constructed disparities must be tackle.

In general, for the Latin American and the Caribbean region, Gender Based Violence (GBV) is endemic and underreported, and before 2006 no country in LAC established femicide as a crime, while by 2015 16 countries already did. Likewise, in many parts of the world, civil society has raised strongly against GBV and Argentina, Chile, México, Perú, and Uruguay have marched under the motto “Ni una menos” (Not one woman less). Nevertheless, enforcement of policies has been weak so far.

The three countries have included quotas for political representation and have reached shares of 20-30%, but still lag behind for an equal representation (UN ECLAC, 2021). The countries have advanced in maternal health, but inside every country, disparity persists geographically and by ethnic group or race. Parity in education is mostly reached in all countries at the primary and secondary levels, and in many cases, girls are outperforming boys; whereas in tertiary education attainment varies by

country, and careers in STEM (Science, Technology, Engineering and Maths) remain predominantly masculine. Occupational segregation persists across countries and women's careers concentrates in low paid jobs and informality, which moreover, have little and low benefits, resulting in lower earnings and well-being. Despite many laws, gender wage gaps persist across sectors and gender roles impede women's access to better economic opportunities since domestic responsibilities are mostly in their hands.

Education in girls is affected by adolescent pregnancy, which is still high and despite the downward regional tendency in fertility rates, it is only exceeded by Sub-Saharan Africa. Marriage and sex are illegal for minors in all these countries, yet teenage pregnancies and minors living in union occur. Plans, strategies, and entities (Ministries or agencies) have been given more power or have been recently created. These entities are not funded enough to carry on, enforce, and follow up with all the gender equality agenda.

Governments in the region of Latin America and the Caribbean (LAC) are making efforts to advance on the path towards gender equality. The last two decades brought significant advances for women in Latin American Countries. All of the countries in this program ratified the Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women (Convention of Belém do Pará), an international human rights instrument adopted by the Inter-American Commission of Women (CIM) of the Organization of American States, whose main achievement was to incorporate specific legislation to include "femicide" as a specific aggravated crime. Since its ratification in 1994, countries have been advancing to prevent, sanction, and eradicate violence against women. In October 2004, the Follow-Up Mechanism (MESECVI) agency was established to ensure the State parties' compliance with the Convention.

According to the Economic Commission for Latin America and the Caribbean, guaranteeing sexual and reproductive rights and promoting sexual and reproductive health have been integral components of the Regional Gender Agenda over the past 40 years (Economic Commission for Latin America and the Caribbean (ECLAC), 2021). Specifically, since 2000, this has been reflected in the agreements adopted by ECLAC Member States at each of the meetings of the Regional Conference on Women in Latin America and the Caribbean.

For the E-Motion Program, the contribution to reducing the gender gap in e-mobility and low-carbon transportation and to preventing and minimizing the harm of lacking gender equality and women's rights is three-folded. **First, the transport sector is a catalyst to change social norms.** For instance, by raising awareness on sexual harassment and violence against women and girls, by providing visibility to women working in non-traditional roles in the EV (electric vehicle) markets, and by considering the mobility of care<sup>1</sup> when designing transport operations, a societal impact can be achieved. **Second, this new e-transport paradigm will lever women's access to green jobs in traditionally sex-segregated occupations or improve access to investment loans for female entrepreneurs.** **Third, the capacity building, training, and sharing of know-how to women and men designing the investment plans in the program will systematize gender mainstreaming in the transport sector.**

This gender assessment report provides information about gender equality and women empowerment in Panamá, Paraguay, and Uruguay. It aims at presenting the key gender gaps and opportunities in the e-mobility sector in the 3 targeted countries as well as providing recommendations on gender aspects to be included in the project design and proposed Gender Action Plan (GAP). The report is organized into three relevant sections. The following section covers the most relevant data and analyses found in ad hoc country studies on gender or data sources from

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<sup>1</sup> The mobility of care refers to travel implications of daily tasks performed by individuals with care responsibilities, which are mainly performed by women. For more information see (De Madariaga, 2021)

reliable international entities. These indicators regard maternal mortality, adolescent pregnancy, gender-based violence, as well as gender gaps in education, economic autonomy, political representation, and legal frameworks. Based on the general situation of women and girls' situation and rights, the third section examines information on the links between gender equality in urban transportation for the three countries. This section also includes best practices of global initiatives in the transport sector. The section is structured in four interrelated topics, namely mobility, safety and security, jobs, and impacts of the COVID-19 pandemic. The fourth section of the report presents the details of Methodology. While the section 5 details the way the three-folded approach mentioned above links the Program Components, this Gender Assessment and the proposed Gender Action Plan to incorporate the gender equality and social inclusive perspective in all the phases of the Program. Finally, the fifth section concludes with recommendations drawn to guide the Gender Action Plan.

## 2. Gender assessment by country

### Gender equality in the region of Latin America

Countries in the region of Latin America and the Caribbean (LAC) show large discrepancies with regards to political will and policy enforcement concerning gender equality. The region has progressive and comprehensive legislation on violence against women, including domestic violence, harassment, rape and honour crimes. Like all countries of the region, Panamá, Paraguay, and Uruguay have ratified several initiatives, e.g., the Convention Belem do Pará in 1994, the Beijing Declaration and Platform for Action (BPfA) in 1995, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) or the Regional Programme of Action for the Women of Latin America and the Caribbean 1995-2001. LAC countries developed national strategies and action plans to promote inter-institutional coordination and support services for victims of violence against women. According to the SIGI 2020 Regional Report for Latin America and the Caribbean, 15 countries in the region achieved very low to low levels of gender-based discrimination in social institutions, while no country is classified as having high or very high levels of discrimination. Uruguay accomplished a low SIGI score of 22.2 – the SIGI level ranges from 0 to 100, with 0 indicating no discrimination and 100 indicating absolute discrimination. Paraguay only reached a medium score of 32.8, while for Panama no score could be indicated as the country lacks sufficient data.

Despite increasing political commitments, the implementation of ambitious laws and regulations remains uneven. Weak enforcement by governments, discriminatory social institutions, formal and informal laws, as well as social norms and practices continue to constrain women and girls' empowerment and restrict their access to opportunities and rights in the region. Opinions and behaviours are still influenced by patriarchal norms that affect many fields. The most challenging dimension is discrimination in the household, leading for example to a traditional distribution of household chores between women and men. The lockdown and mobility restrictions, as responses to the prevailing Covid-19 pandemic, probably exacerbates current imbalances. As a consequence, women and girls across LAC countries experience some form of discrimination every day, including violence. The LAC region continues to have the highest femicide rates in the world. Various types of discrimination restrict women's involvement in decision making in the private and public spheres.<sup>2</sup>

### Panamá

Panama has been one of the fastest-growing economies in the world, with an average annual growth rate of 4.6%. Panamanian growth in 2020 has suffered a contraction, due to COVID-19's impact, where many employment areas have been affected especially those related to services and transportation. A recovery is expected during 2021 by trade improvement, reopening of main

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<sup>2</sup> (OECD, 2020)

services such as transport, logistics, as well as construction and mining sectors. Social inequities remain high, especially when compared to countries of similar income. Progress in poverty reduction has been significant in recent years, however, important gaps remain.<sup>3</sup>

According to the Global Gender Gap Index, Panama scored 0.737, this means that women are 26.7% less likely than men to have equal opportunities. In 2021, Panama ranked 44<sup>th</sup> place out of 153 surveyed countries.<sup>4</sup>

According to UN Women, in Panama 70% of legal frameworks that promote, enforce, and monitor gender equality, with a focus on violence against women, are in place. Frameworks that focus on employment and economic benefits are only achieved by 83.3% and 72.7% of frameworks that focus on marriage and family are in place.<sup>5</sup>

As of February 2019, there are only 18.3% of parliamentary seats held by women in the national parliament, while only 10% of seats in local governments are held by women. In Panama, 44.8% of indicators needed to monitor the SDGs from a gender perspective are available, with gaps in key areas.<sup>6</sup> The maternal mortality ratio<sup>7</sup> is 52 deaths per 100,000 live births in 2017, according to the UN Maternal Mortality Estimation Inter-agency Group (MMEIG).<sup>8</sup> The ratio is relatively low compared to LAC countries and below the world average of 211 deaths per 100,000 live births.<sup>9</sup> Also, evidence suggests that indigenous women and women in rural areas face higher rates of maternal mortality.<sup>10</sup> 26.4% of women aged 20-24 years old were married or in union before age 18. The adolescent birth rate was 78.8 per 1000 women aged 15-19 as of 2016, coming down from 84.1 per 1000 women aged 15-19 in 2015. Panama remains one of the Latin American countries with the highest teen pregnancy rates.<sup>11</sup>

According to the most recent data from UN ECLAC, 20 women died of gender violence, of which 6 were killed by their intimate partner or former partner in 2018 (0.3 per 100.000 women).<sup>12</sup> 14.1% of women with only a primary education experienced violence compared to 4.8% of women with some tertiary education. However, it should be mentioned that data are scarce, data collection presents challenges and numbers are often underestimated. Despite having various institutions collecting data, the protocols differ, variables are not harmonized, and victims lack confidence and economic autonomy, have mistrust in authorities, or are unfamiliar with the processes. In Panama, only 5% of women who experienced physical violence sought institutional help and only 8% of the women turned to family or friends.<sup>13</sup> The COVID-19 pandemic has significantly worsened the situation of violence against women. Statistical data corroborate that in 2020 incoming calls on the violence against women helplines were much higher than in 2019 with an instant increase after the start of the lockdown.<sup>14</sup>

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<sup>3</sup> (IMF, 2020)

<sup>4</sup> (World Economic Forum, 2021)

<sup>5</sup> (UN Women, 2021)

<sup>6</sup> (UN Women, 2021)

<sup>7</sup> The ratio includes women who die from any cause related to or aggravated by pregnancy or its management (excluding accidental or incidental causes) during pregnancy and childbirth or within 42 days of termination of pregnancy, irrespective of the duration and site of the pregnancy.

<sup>8</sup> (UN ECLAC, 2021)

<sup>9</sup> (UNICEF, 2019)

<sup>10</sup> (World Bank Group, 2018)

<sup>11</sup> (UN Women, 2021)

<sup>12</sup> (UN ECLAC, 2021)

<sup>13</sup> (World Bank Group, 2018)

<sup>14</sup> (López-Calva, 2020)



Data indicate that school attendance of girls is significantly influenced by water and sanitation services, as girls have higher needs for sanitation because of menstruation. In schools with inadequate sanitation, girls in sixth grade were 6 to 10 percentage points more likely to have missed at least one day of school during the previous six months than both boys in sixth grade and girls in third grade. However, in general, most indicators suggest that girls and women in Central America do not face disproportionate barriers in accessing education. According to a report of the World Bank Group, girls seem to outperform boys in many indicators.<sup>15</sup> For instance, the enrolment rate in secondary (72% vs 67%) and tertiary education (58% vs 37%) is much higher for females than for males. With regard to participation in science, numbers seem to be different. Women participate less than men in the knowledge society and are significantly less numerous in scientific areas, linked to technology, computing, physics or mathematics, as well as in positions of decision making or high hierarchy and recognition in science technology and innovation.<sup>16</sup>

Access to basic services is not universal and remains linked to factors such as geographic location, education levels, ethnicity and income levels of households. In Panama, 57.4% of women participate in the labour force, compared to 85.1% of men, i.e. the ratio of women to men is 0.67 and far from being close to parity.<sup>17</sup> For younger adults (15-24), the rate drops to 34% for female and 58% for male (data refer to 2017).<sup>18</sup> The job market in Panama, and LAC in general, is characterised by structural heterogeneity and strong job market segmentation, which result in income inequalities within households. There is a distinction between employment in high and low productivity sectors. High productivity sectors are related to new technology, higher education, and better working conditions, while low productivity sectors are linked to workers with lower incomes, less level of education, instability, limited social security coverage and an absence of work contracts. 77.5% of all women in the workforce work in the low productivity sector, including agriculture, commerce, and services, compared to 54% of all men in the labour force that work in this sector.<sup>19</sup> Nevertheless, in very high segments, women are more equally integrated. Women in rural areas are significantly less likely to be in the labour force, however, participation rates have increased since the early 2000s.<sup>20</sup> When women joined the labour force, they are more likely to be unemployed than men. Among those particularly young women have weak job prospects. Furthermore, more than one in four employed women and most employed rural women are working part-time. In comparison to other LAC countries, the gender income gap in Panama was the lowest in Latin America in 2010 at 0.90.

According to a World Bank report, the public sector is an important source for jobs for women, for example, public sector employment accounts for more wage employment among women than men. Also, in the public sector wages and working conditions are usually better for women. This can be an indicator that also the E-Motion programme can enhance employment opportunities for Women in Panama.

### Paraguay

The COVID-19 outbreak hit the Paraguayan economy in a moment of economic recovery after a stagnant scenario in 2019. Unemployment and underemployment increased in the commerce, services and construction sectors. Labour incomes dropped, especially for workers in the informal sector of the urban areas. The performance of family-based agriculture activities is crucial for the protection of those most vulnerable in rural areas.

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<sup>15</sup> (World Bank Group, 2018)

<sup>16</sup> (Blanco, De León, Serra, & Cañizares)

<sup>17</sup> (World Economic Forum, 2020)

<sup>18</sup> (World Bank Group, 2019)

<sup>19</sup> (UN ECLAC, 2021)

<sup>20</sup> (World Bank Group, 2018)

According to the Global Gender Gap Index, Paraguay scored 0.702, this means that women are 29.8% less likely than men to have equal opportunities. In 2021, Paraguay ranked 86<sup>th</sup> place out of 153 surveyed countries.<sup>21</sup>

According to UN Women, in Paraguay 91.7% of legal frameworks that promote, enforce, and monitor gender equality, with a focus on violence against women, are in place. Frameworks that focus on employment and economic benefits are achieved by 100% and 81.8% of frameworks that focus on marriage and family are in place.<sup>22</sup>

As of February 2019, there are only 15% of parliament seats held by women in the national parliament, while 21% of seats in local governments are held by women. Although legislation has collaborated through participation quotas, these do not guarantee equal representation. Nevertheless, women's participation has been increasing. Female politicians and indigenous women established their own associations through which they formulate demands and obtain guidance. In Paraguay, 42.8% of indicators needed to monitor the SDGs from a gender perspective are available, with gaps in key areas such as information and communication technology (ICT).<sup>23</sup>

In Paraguay, the maternal mortality ratio<sup>24</sup> is 129 deaths per 100,000 live births in 2017, according to the UN Maternal Mortality Estimation Inter-agency Group (MMEIG).<sup>25</sup> The ratio is high compared to LAC countries but below the world average of 211 deaths per 100,000 live births.<sup>26</sup> 21.6% of women aged 20-24 years old were married or in union before age 18. The adolescent birth rate was 72 per 1000 women aged 15-19 as of 2016, coming from 61.8 per 1000 women aged 15-19 in 2008.<sup>27</sup> This figure is significantly higher for the poorest population (28.7%) and indigenous people (69.1%).<sup>28</sup> Moreover, Abortion is the third most frequent cause of maternal deaths and maternal and infant mortality rates in Paraguay are among the highest in Latin America.<sup>29</sup>

According to the most recent data from UN ECLAC, 37 women died of gender violence, of which 34 were killed by their intimate partner or former partner in 2019 (1.0 per 100.000 women).<sup>30</sup> 8% of women aged 15-49 years reported that they had been subject to physical and/or sexual violence by a current or former intimate partner in the previous 12 months in 2008.<sup>31</sup> It should be mentioned that data are scarce, data collection presents challenges and numbers are often underestimated. Despite having various institutions collecting data, the protocols differ, variables are not harmonized, and victims lack confidence and economic autonomy, have mistrust in authorities, or are unfamiliar with the processes. According to an IDB report, there is generally limited access to services and a decent quality of life for women in Paraguay.<sup>32</sup>

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<sup>21</sup> (World Economic Forum, 2021)

<sup>22</sup> (UN Women, 2021)

<sup>23</sup> (UN Women, 2021)

<sup>24</sup> The ratio includes women who die from any cause related to or aggravated by pregnancy or its management (excluding accidental or incidental causes) during pregnancy and childbirth or within 42 days of termination of pregnancy, irrespective of the duration and site of the pregnancy.

<sup>25</sup> (UN ECLAC, 2021)

<sup>26</sup> (UNICEF, 2019)

<sup>27</sup> (UN Women, 2021)

<sup>28</sup> (IDB, 2019)

<sup>29</sup> (UN Womenwatch)

<sup>30</sup> (UN ECLAC, 2021)

<sup>31</sup> (UN Women, 2021)

<sup>32</sup> (IDB, 2019)

Regarding literacy, most indicators suggest that girls and women do not face disproportionate barriers in accessing education. According to the World Economic Forum, girls seem to outperform boys in many indicators.<sup>33</sup> For instance, in 2020 the enrolment rate in primary and secondary education has been pretty equal for boys and girls, around 87% and 66% respectively. Only in rural areas, the proportion between girls and boys enrolled in basic and secondary education is 86 girls per 100 boys.<sup>34</sup> Moreover, the enrolment rate in tertiary education for women is much higher than the rate for male. 41% of female enrol in tertiary education compared to only 29% of male.<sup>35</sup> Nevertheless, it is estimated that 40% of investments in female education are not capitalized upon by labour force participation, whereas this number is close to 20% for males.<sup>36</sup> Generally, approximately 40% of the indigenous population is illiterate, in comparison to 5.4% of the nonindigenous population.<sup>37</sup>

In Paraguay, 60.5% of women participate in the labour force, compared to 87.1% of men, i.e. the ratio of women to men is 0.69 and far from being close to parity.<sup>38</sup> For younger adults (15-24), the rate drops to 43% for female and 69% for male (data refer to 2017).<sup>39</sup> Although labour participation of women in Paraguay is rather high compared to other LAC countries, continuing to reduce barriers of entry could not even promote gender equality but also result in large economic results. Estimates suggest that a higher labour force participation of those women who completed some level of education could increase Paraguay's GDP by a least 6.7%.<sup>40</sup> Also, women still face difficulties arising from the sexual division of labour to support their economic activity. According to UN Womenwatch, the majority of women are concentrated in three occupational categories: own-account, domestic service and unpaid family work, which translates into vulnerable and precarious employment, no access to credit or social security, and low pay rate.<sup>41</sup> According to a survey by DGECC, about 51% of women reported housekeeping as their main reason for being outside the labour force, while men spend most of their weekly hours at their main occupation and only 16.3 % of their time on housework and childcare. Over 50% of males reported education as the reason for their labour inactivity.<sup>42</sup> Also, women and girls aged 15+ spend 14.5% of their time on unpaid care and domestic work compared to 4.3% for men.<sup>43</sup> Figure 1 displays the reasons for labour inactivity for women and men in Paraguay for the year 2016.

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<sup>33</sup> (World Economic Forum, 2020)

<sup>34</sup> (UN Womenwatch)

<sup>35</sup> (World Economic Forum, 2020)

<sup>36</sup> (World Bank Group, 2018)

<sup>37</sup> (IDB, 2019)

<sup>38</sup> (World Economic Forum, 2020)

<sup>39</sup> (World Bank Group, 2019)

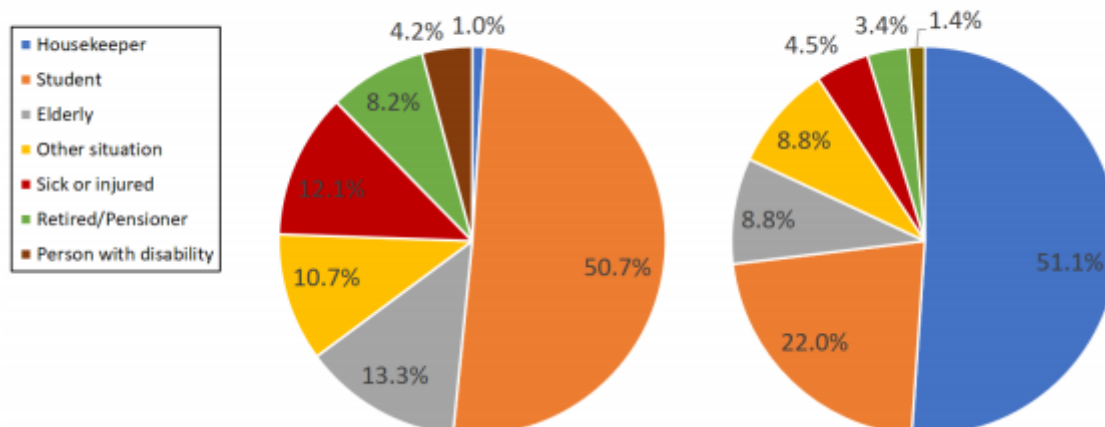
<sup>40</sup> (World Bank Group, 2018)

<sup>41</sup> (UN Womenwatch)

<sup>42</sup> (World Bank Group, 2018)

<sup>43</sup> (UN Women, 2021)

Figure 1: Reason for labour inactivity in Paraguay by gender, 2016:  
(a) Males (b) Females



Source: (World Bank Group, 2018, S. 84)

Among those participating in the labour force, women face only marginally higher unemployment and informality rates. However, women face significant wage discrimination, as reflected in the large male-to-female wage ratio. Holding individual characteristics fixed, the wage gap in monthly earnings is 43%. When restricting the sample to full-time workers the gap goes down to 27%, still a high gender difference in income payments. In comparison to other LAC countries, the gender income gap in Paraguay is slightly below average.<sup>44</sup> In terms of the structural participation of women in the labour market, after retail, many entered government jobs (relatively high productivity) followed by financial services and manufacturing. Even though other services lost some female employment share, nearly a fifth of new jobs for women were in other services, the least productive sector.<sup>45</sup> According to a World Bank report, the public sector is an important source for jobs for women, for example, public sector employment accounts for more wage employment among women than men. Also, in the public sector wages and working conditions are usually better for women. This can be an indicator that also the E-Motion programme can enhance employment opportunities for women in Paraguay.

In the UNDP's Human Development Gender Inequality Index, Paraguay only ranks 4<sup>th</sup> out of 22 countries in the LAC region. The poor performance is related to high maternal mortality rates and a low share of women in parliament.<sup>46</sup>

### Uruguay

Uruguay is positioned among the first places in the region in relation to various well-being indexes. Institutional stability and low levels of corruption are reflected in the high level of public trust in government. According to the Human Opportunity Index, Uruguay has managed to attain a high level of equal opportunities in terms of access to basic services such as education, water flow, electricity and sanitation.<sup>47</sup>

<sup>44</sup> (World Bank Group, 2018)

<sup>45</sup> (Bulmer, Scarpari, & Garlati, 2019)

<sup>46</sup> (UN Women, 2021)

<sup>47</sup> (World Bank, 2019)

Gender inequality is still an issue and seems to be a difficult problem to solve, even though the country has made some improvements over the last few years. The country bears a value of 0.702 in the Global Gender Gap Index, ranking 85<sup>th</sup> place out of 153 surveyed countries.<sup>48</sup>

In Uruguay, the maternal mortality ratio<sup>49</sup> is 17 deaths per 100,000 live births in 2017, according to the UN Maternal Mortality Estimation Inter-agency Group (MMEIG).<sup>50</sup> The ratio is very low compared to LAC countries as well as compared to the world average of 211 deaths per 100,000 live births.<sup>51</sup> 24.6% of women aged 20-24 years old were married or in union before age 18. The adolescent birth rate was 35.8 per 1000 women aged 15-19 as of 2018, coming down from 41.6 per 1000 women aged 15-19 in 2017.<sup>52</sup>

According to the most recent data from UN ECLAC, 25 women died of gender violence, of which 22 were killed by their intimate partner or former partner in 2019 (1.2 per 100.000 women).<sup>53</sup> Also, in 2013, 2% of women aged 15-49 years reported that they had been subject to physical and/or sexual violence by a current or former intimate partner in the previous 12 months.<sup>54</sup> Recent publication data reveal that the proportion of women who have experienced some form of gender-based violence in all areas during their lifetime is as high as 77%. More specifically, nearly 1 in 2 women have experienced some form of violence from their partner or ex-partner, throughout their lives. The most common is psychological violence. Gender-based violence outside the family sphere is also very common: 54.4% of women reported having experienced some episode of violence in public places at some point in their lives. The proportion of women who have experienced violence during childhood has also increased, from 34.2% in 2013 to 37.1% in 2019.<sup>55</sup> It should be mentioned that data are scarce, data collection presents challenges and numbers are often underestimated. Despite having various institutions collecting data, the protocols differ, variables are not harmonized, and victims lack confidence and economic autonomy, have mistrust in authorities, or are unfamiliar with the processes.<sup>56</sup>

Regarding literacy, most indicators suggest that girls and women do not face disproportionate barriers in accessing education. According to the World Economic Forum, girls seem to outperform boys in many indicators.<sup>57</sup> For instance, in 2020 the enrolment rate in primary education has been rather equal for boys and girls, at around 97%. Concerning secondary education, enrolment differs already a bit in favour of girls, with 91% and 85% respectively. Lastly, the enrolment rate in tertiary education for women is much higher than the rate for men. 58% of female enrol in tertiary education compared to only 35% of male.<sup>58</sup> However, women are also less likely to pursue careers in the field of science and technology. The participation of college graduate women in the field of industry, construction, engineering, ICT, natural sciences, mathematics, or statistics was 12%.<sup>59</sup>

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<sup>48</sup> (World Economic Forum, 2021)

<sup>49</sup> The ratio includes women who die from any cause related to or aggravated by pregnancy or its management (excluding accidental or incidental causes) during pregnancy and childbirth or within 42 days of termination of pregnancy, irrespective of the duration and site of the pregnancy.

<sup>50</sup> (UN ECLAC, 2021)

<sup>51</sup> (UNICEF, 2019)

<sup>52</sup> (UN Women, 2021)

<sup>53</sup> (UN ECLAC, 2021)

<sup>54</sup> (UN Women, 2021)

<sup>55</sup> (National Statistical Institute, 2019)

<sup>56</sup> (World Bank Group, 2018)

<sup>57</sup> (World Economic Forum, 2020)

<sup>58</sup> (World Economic Forum, 2020)

<sup>59</sup> (The World Bank, 2017)

In Uruguay, 68%<sup>60</sup> of women participate in the labour force, compared to 83% of men, i.e. the ratio of women to men is 0.82.<sup>61</sup> For younger adults (15-24), the rate drops to 37% for female and 58% for male (data refer to 2017).<sup>62</sup> Also, the percentage of 15- to 29-year-olds in the lowest income quintile who were functionally disengaged, i.e not attending school or working outside the home, was 22% in the case of men and 41% in the case of women in 2014. This gender disparity is a result of the high proportion of young women who work doing household chores. For instance, 22% of all 15- to 29-year-old women in the bottom income quintile do not study and only work in the home.<sup>63</sup> Also, women and girls aged 15+ spend 19.9% of their time on unpaid care and domestic work compared to 8.4% spent by men.<sup>64</sup> Among those joining the labour force, the unemployment rate remains comparably low, averaging 7.8% between 2006 and 2021.<sup>65</sup> However, high unemployment rates persist among young people under 25 (19%), while this issue is even more significant in the case of women, with an unemployment rate of 24% among women under 25.<sup>66</sup> Furthermore, gaps can be observed in the labour market, as women are under-represented in business management. In 2017, only 10.6% of senior management business positions were occupied by women.<sup>67</sup> In comparison to other LAC countries, the gender income gap in Uruguay is at a medium level of 0.81.<sup>68</sup>

According to a World Bank report, the public sector is an important source for jobs for women, for example, public sector employment accounts for more wage employment among women than men. Also, in the public sector wages and working conditions are usually better for women. This can be an indicator that also the E-Motion programme can enhance employment opportunities for women in Uruguay.

As of February 2019, there are only 22.2% of parliament seats held by women in the national parliament, while 26% of seats in local governments are held by women. In Uruguay, 36.7% of indicators needed to monitor the SDGs from a gender perspective are available, with gaps in key areas.<sup>69</sup> There is no assessment available of UN Women with regard to indicators of Uruguay's legal frameworks. Also, many areas such as gender and poverty, women's access to assets including land, physical and sexual harassment, and gender and the environment currently lack comparable methodologies for comprehensive and periodic monitoring.<sup>70</sup> In addition, the gender equality index prepared by the World Economic Forum (2014) ranks Uruguay in 82nd place among 142 countries, one of the worst rankings in Latin America. The worst subindex is that of political empowerment, where the country is ranked in 112th place.<sup>71</sup>

### 3. Assessment of gender equality and women empowerment in urban transportation

According to the UN, two-thirds of the population will be living in cities by 2050, exacerbating overcrowding and insufficiencies in urban mobility.<sup>72</sup> Together with pollution, overcrowding, lack of modal integration, are some of the problems that the increase of urban population is exacerbating. While legislative structures in the Program countries are moving forward to address gender issues,

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<sup>60</sup> Other sources report lower levels, around 53%, e.g. (World Bank Group, 2019)

<sup>61</sup> (World Economic Forum, 2020)

<sup>62</sup> (World Bank Group, 2019)

<sup>63</sup> (IDB, 2015)

<sup>64</sup> (UN Women, 2021)

<sup>65</sup> (CEIC, 2021)

<sup>66</sup> (IDB, 2015)

<sup>67</sup> (The World Bank, 2017)

<sup>68</sup> (Catalán, Cardarelli, & Cavallero, 2012)

<sup>69</sup> (UN Women, 2021)

<sup>70</sup> (UN Women, 2021)

<sup>71</sup> (IDB, 2015)

<sup>72</sup> (UN News, 2018)

considering freedom of movements strongly differ between men and women when considering their agency. Agency in mobility can be defined as the ability to make and choices related to one's mobility and make full use of public transport systems.<sup>73</sup> Using the agency concept under a gender lens to analyse urban transportation, it becomes clear that the conditions, priorities, roles and beliefs about urban transport infrastructure and services vary between women and men. The lack of certain safety and security features in the design of the transport system can constrain a woman's decision to choose a certain mode of transportation, sometimes in ways that are innocuous to men, such as dark bus stops or overcrowded buses. When it comes to the design of the transport infrastructures, the realities of women, children, minorities, the elderly, and people with disabilities are many times alike and need to be taken into account when designing a transport operation. Assuming that when they serve women, they are adequate for the overall population and enhances the quality of the system.

As a consequence, lack of access to transportation and safety and security issues limits women's participation in the labour market and reduces their participation in the economy by 16.5% globally.<sup>74</sup> Women turn away working opportunities depending on the travelling conditions to the workstation (time spent, return timing, expenses, safety and security). Besides providing access to education, health and jobs, the sector generates jobs itself but traditionally most opportunities are likely to remain in men's hands.

There is a myriad of links between gender and urban transportation, and these links have been deeply studied in the last years. There are gender differences in the purpose, time, distance, mode of transportation, or perceptions on safety and security that affect women's mobility agency and access to economic opportunities, and the differences comprised in this section are shared among the countries in the region, even in the three countries included in the Program. For the purpose of organizing the information for this gender assessment, three interrelated dimensions can be distinguished: (i) mobility, (ii) safety and security, and (iii) jobs. Additionally, this report covers the impact of the pandemic with a gender lens in a fourth section.

#### Mobility in urban transport

One has to be aware that an electromobility project generally impacts everyone accessing the transportation services, however impacts are often stronger on women as well as on poorer social classes. A project might reduce or broaden the current disparities in terms of access and usage of transportation means by women, children, the elderly, people with disabilities and other vulnerable collectives, dependent on whether gender issues are taken into consideration or not. To enhance women's ridership, hence also to increase public transport ridership levels, it is imperative to tackle gender and other socially constructed disparities.

A World Bank report ("Why Does She Moves?") reveals that in Latin American cities female urban transport ridership characteristics differ from that of men. Women rely more on public transportation than men; women chain different destinations in a single trip (e.g. drop kids at school, buy food, visit relatives in need, or get to work), and many times they travel off-peak hours. They are often accompanied by others (e.g. children or elderly family members) and carry bags, strollers or purchases. Their commuter times are often longer and more expensive. This is because women combine multiple wage jobs and care responsibilities (family errands, care for the elderly, the ill, the kids, and their community) in one trip. Sometimes, the nature of the wage work (as part-time nannies, providers of cleaning services, domestic work) requires getting on and off in multiple destinations, and when a multimodal fare is not in place, they have to buy a new ticket every time or just walk more. Nevertheless, routers are designed with an only-commuter universally – male worker

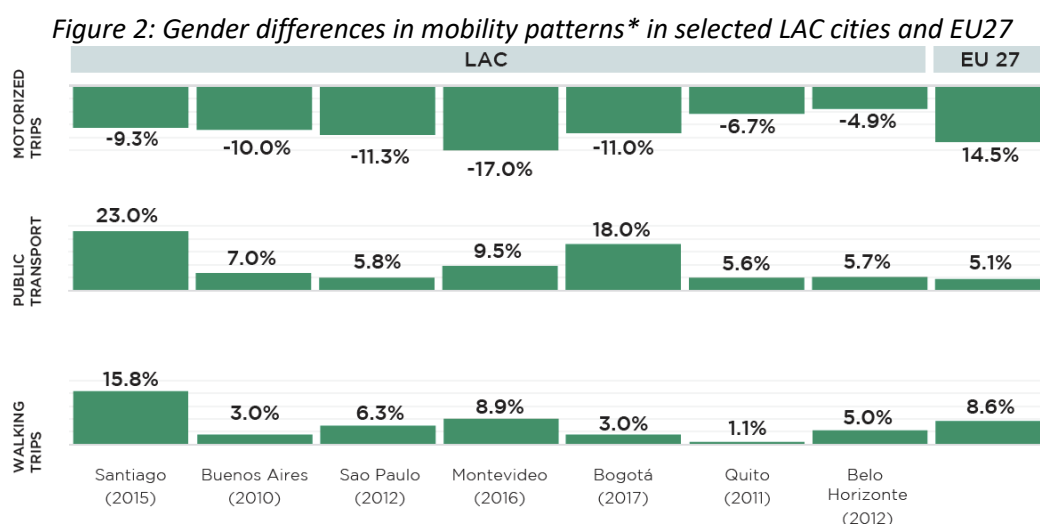
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<sup>73</sup> (World Bank Group, 2020)

<sup>74</sup> (ILO, 2017)

model, which does not take into account the different patterns and needs of women. If there is no public transportation available, they just walk or decide not to travel. Women in these countries use occasionally official taxis when travelling with heavy bags or children, but most times they use informal taxis or taxi-buses (called “colectivos” in some countries) which have several benefits for women: they fill route gaps, their price is shared by passengers, they provide safety, security and comfort and, reduce stress from the trip. Some taxi drivers discriminate against women with bags, and some cities have subsidies to reduce taxis’ fare for certain passengers (women, students, or elderly). In Lima, women who live in the high hills feel discriminated against by moto-taxi drivers when asked to pay higher fares.<sup>75</sup>

Figure 2 below shows the differences in the percentage of women and men in their mobility patterns (motorized trips, public transportation, and walking trips) in seven LAC countries compared to the EU27. Common mobility patterns are found in the region and they are similar to developed countries in the EU for women: women do more trips by foot than men, they use more public transportation and they do fewer motorized trips compare to men. However, when women are in higher-income groups, they show similar mobility patterns than men, especially when they can buy a private car. Women are more susceptible to a modal change to individual modes of transportation if perceived safer or they can choose not to travel if perceived unsafe. Additionally, women can transfer their fears and perceptions of public transportation to other generations.<sup>76</sup>



\* Differences in the percentage of female – male

Source: (Rivas, Suárez-Alemán, & Serebrisky, 2019, p. 14)

The growth of motorization rates in the LAC region and its negative consequences on public transportation have a direct impact on women’s mobility. Women use significantly more public transportation and walk more, whereas men drive more cars. This is observed in the distribution of drivers’ licenses by gender, where female drivers’ licenses represent merely 30% of the total licenses in the region, as displayed in Figure 3. In contrast, some developed countries are in the process of closing or have closed the gender gap among drivers<sup>77</sup>. In Costa Rica, driving licenses for men double those of women, but when analysing the type of license the gender gap is even bigger for productive activities. Only 10% are authorized bus drivers, and between 7% and 12% of taxi concessions of airports and regular taxis are owned by women (it might not reflect women taxi drivers, only ownership).<sup>78</sup> Data on freight and women have not been found.

<sup>75</sup> (World Bank Group, 2020)

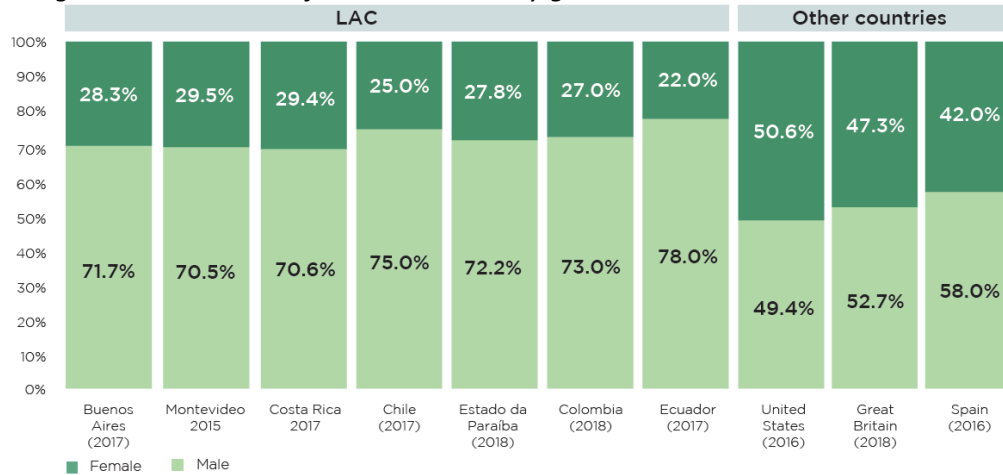
<sup>76</sup> (CAF, 2019)

<sup>77</sup> (Rivas, Suárez-Alemán, & Serebrisky, 2019)

<sup>78</sup> (Cosevi, 2020)



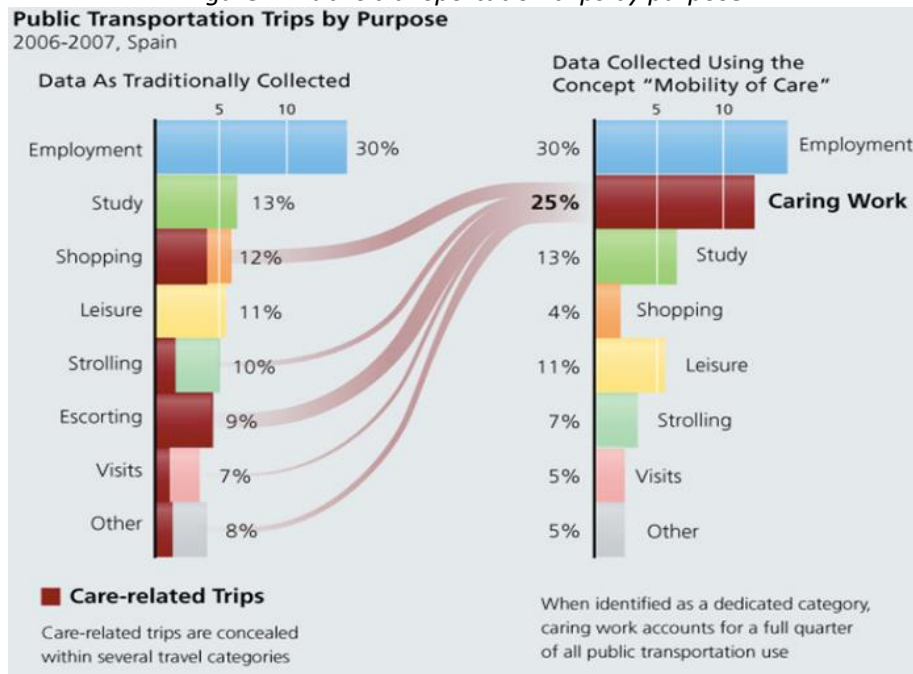
Figure 3: Distribution of driver's licenses by gender in LAC and selected countries



Source: (Rivas, Suárez-Alemán, & Serebrisky, 2019, p. 14)

The mobility of care<sup>79</sup> is unnoticed by data collection methods. To design and calculate ridership, data collection methods focus traditionally on one trip pattern (e.g. travel to and from work or to and from the study) while the mobility-related to care responsibilities is overlooked because it is fractured in a multitude of purposes and fall into different categories (e.g. shopping or escorting). Figure 4 below, visualize the traditional way on the left and the new concept which groups trips for activities related to care on the right (maintenance of the household and care for others). The number of trips for care work and those for paid work is similar for this example's data. Traditionally, surveys have undervalued the "reproductive" trips, considering only the "productive" trips for the design of transport systems. This gender bias underestimates others ridership than commuting, and a poor urban transport design has negative consequences for the agency of women.

Figure 4: Public transportation trips by purpose



Source: Sanchez de Madariaga research 2009, 2010, 2013a, 2013b, Image by Eric Steiner

<sup>79</sup> (De Madariaga, 2021)

To give visibility to mobility patterns, the IDB has a Client Map Methodology<sup>80</sup> which breaks into 12 segments of a trip's experience in Bogotá, Santiago and Medellín. Then different profiles of riders (women, elderly, people with disabilities) are assessed and the results help to design better urban transport.

Fare schemes can foster women's use of public transportation. Women have more price sensitivity than men because of their unique mobility pattern (chain trips, with family members, off-peak hours) and the poor suffer the most with unregulated tariffs.<sup>81</sup> Urban transportation must promote a fare structure that subsidizes short trips or propose an integrated fare system. Women's value of time differs from men's as they plan their trips to accommodate a busy agenda of care activities and are very concerned about the time of their return home, so besides safety and security, waiting time and fare are key to their decisions. Further, because most women's trips are not related to income-generating activities, women might give up convenient modes of transportation and walk to save money.<sup>82</sup> As examples from the LAC region show, there is a flat rate that allows people to travel long distances at the same price as shorter ones in Quito. Buenos Aires decided to increase transport tariff in 2016 and la Defensoría del Pueblo<sup>83</sup> (Office of the Ombudsman) received considerable claims from vulnerable riders, of which 90% are women with small kids, and specifically domestic workers.

Ride-hailing has become an alternative for women to increase their urban mobility in safer conditions than other modes. The main characteristics of ride-hailing, many times match women's unique needs. Its on-demand services are convenient for women's off-peak mobility, the service can cover gaps in public transportation given that public transportation mostly covers masculine trips (from home to work/study centres) and tend to connect mostly the residential areas with the CBD, and women's perception of security augments when ride-hailing at night, especially when the supplier of the services has an app with safety and security features to monitor and share the ride and to know about the driver's reputation.

Gender-segregated ride-hailing benefits female passengers and drivers. Safety and security are the most limiting or facilitating factor for female's agency in mobility and access to jobs and other opportunities offered by the cities. In 2018, a survey carried out in 6 countries for the IFC found that 20% of women riders reported that the lack of women drivers reduces the trip they would make, whereas 44% said that they would be more likely to use a ride-hailing service if they could select a woman as a driver.<sup>84</sup> Ride-hailing is an alternative for women when there are gaps in the public transport system since women's trips are chained because it has become a safer mode of transportation thanks to technology. At Uber Brazil, more than half of women started driving more when gender segregated transport was offered, which manifests how women can get jobs as drivers in taxis when they perceive a safe environment at work.

Regarding the situation in the three target countries, a briefly daily mobility context is presented below:

The data from the Socioeconomic Survey of Urban Transport (2006) which fixes the study area as the Metropolitan Area of Panama, shows that two main trip purposes, those for work (35.4%) and study (39.3%) stand out. The rest of the purposes were grouped in the survey report as "private reasons"

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<sup>80</sup> (IDB, 2011)

<sup>81</sup> (CAF, 2019)

<sup>82</sup> (Allen, 2018)

<sup>83</sup> The Defensoría del Pueblo was created in the city of Buenos Aires to protect human rights from administration or public services actions or omissions. Its work on gender and its Observatorio de Género were promoted by the movement "Ni una menos".

<sup>84</sup> (IFC, 2018)

and reached 25.3%, including the reason for grocery shopping and errands that showed the highest participation with 9%. While regarding the modes of transport, a high percentage of the trips are made by public transport (50.3%) and walking (19.9%). However, it was not even possible to find public information to characterize the gender mobility patterns of the main metropolitan area of Panama. This fact highlights the importance of generating information on mobility and transport disaggregated by gender.

For the case of Uruguay, information obtained through the Mobility Survey of the Montevideo Metropolitan Area developed in 2016 is presented. According to this survey, the main trip purpose in the Metropolitan Area of Montevideo is going to and from work. Considering the three trip purposes that follow it in percentage (study, accompanying kids and grocery shopping and errands, oriented to the subsistence of the household): a total of four purposes constitutes the main generators of mobility in the city. Analyzing the data according to gender, it is observed that there is a slight difference in terms of trips to work (male mobility seems to be more related to "labor"), reaching 34,5% among men and 27,6% among women. There is also a gender difference in the case of "mobility of care", data collected in this case as it was mentioned before by following the traditional way, including trips for grocery shopping and errands and accompanying kids. While among women accompanying kids trips represent a 15,8%, of the trips, among men this trip purpose is close, reaching a 14,7%. The same occurs with grocery shopping and errands trips, which are preferably by women (representing a 12.9% of their total trips), among men this purpose reaches a 9.1% of the total of their trips. This should be reflecting a more equitable distribution of tasks within the household between women and men than observed in other surveys in the region.

Regarding modes of transport, the survey shows a modal share of slightly less than two thirds of motorized trips (car, motorcycle, bus, etc.) and one third of active mobility (walking and riding a bicycle), of which the vast majority are walking trips. In particular, bus trips reached a 25%. In terms of gender, women have a higher proportion of trips by bus (29,8%) and walking (37,8%), while among men prevail a private motorized mobility (including private car and motorcycle). Most important gender differences emerge when the proportions of private motorized trips as drivers is analyzed: 30,7% among men and just 13,1% among women.

Paraguay has not published yet an official Household Mobility Survey. In fact, during 2021 the first survey of this kind was carried out for the Metropolitan area of Asunción within the framework of a project supported by the United Nations (UN). However, in 2016, the IDB published a study which aims to characterize the perception of safety and security in public transport in the Metropolitan Area of Asunción. It included a quantitative survey that allowed characterizing the mobility of women and showing the relevant role of public transport among women, since 54% of them use it for their daily trips. On the other hand, 17% of women walk, 23% use a car, 4% use motorcycles, and 2% use taxis. And as for the reasons, they use public transport mainly on trips for shopping, work or health reasons.

#### Safety and security in urban transport

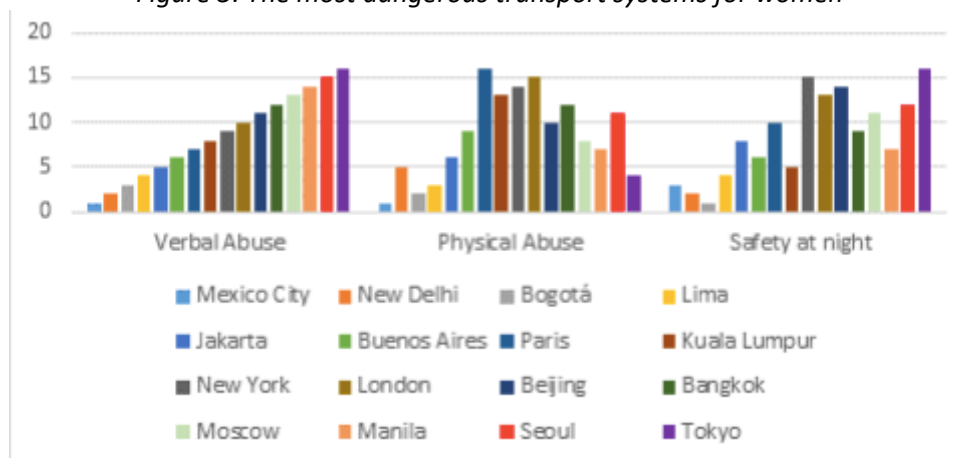
Six out of 10 women reported having been harassed in public transportation in Latin American countries. In 2014, a survey in 15 out of the 20 largest cities in the world, asked 6550 women and experts in urban planning, about their perceptions when travelling in public transportation.<sup>85</sup> Women's perceptions were collected around the following concepts: How safe women felt travelling alone at night, the risk of being verbally or physically harassed, the likelihood that other passengers

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<sup>85</sup> The survey was carried out by YouGov and The Thomson Reuters Foundation. Not all the cities in the world were surveyed, so the results ranked the cities surveyed. See: <https://news.trust.org//spotlight/most-dangerous-transport-systems-for-women/>

would come to their assistance, the trust that authorities would investigate reports of harassment or violence, and the availability of safe public transport. Figure 5 below reveals the ranking of the most dangerous transport systems for women found by this study:

*Figure 5: The most dangerous transport systems for women*



\*1 indicates the most dangerous, while 16 is the least dangerous  
Source: (World Bank Group, 2015, p. 2)

Bogota, the world's 16<sup>th</sup> largest capital, was ranked as the most unsafe city for women to travel alone at night. More than six out of 10 women in Mexico City, 64%, polled online by YouGov said they had been groped or experienced physical harassment on public transport. Lima ranked 3<sup>rd</sup> capital perceived as dangerous by women riders, and Buenos Aires came as 6<sup>th</sup>. The 2018 study "Ella se mueve segura" ("she moves safe") from CAF presented results of a survey carried out to women in different public transport systems of Latin América. 67% of respondents in Quito suffered sexual verbal aggression. In Guadalajara, 62% of women reported being afraid of suffering a sexual attack, and 60% and 64% of women reported being victims of sexual harassment in Lima and Bogota, respectively. Most of these events are not reported to authorities nor shared with relatives or friends, and many times happens travelling from and to the transport systems.<sup>86</sup> In Costa Rica, 80% of women report being victims of the violent situation in public spaces.<sup>87</sup>

Perception of transport systems safety and security, shapes women's agency in mobility in such a way that they rather pay higher fares and spend longer journeys than face exposure to risks. In Rio de Janeiro, minivans are more expensive, their trips are more delayed, and queues are longer than trains for long-distance commutes. Nonetheless, young women choose to travel in minivans because they feel protected from harassment thanks to the seats for passengers that minivans have installed.<sup>88</sup>

Adequate urban transport infrastructure can boost women's participation in the sector, both as passengers and providers. Good lighting and vigilance cameras can transform women's perception of safety and security and discourage perpetrators from committing crimes. Both simple solutions prevent crimes, not only crimes against women. Cameras are common in subways and intermodal and main stations, and recently they are installed in buses to protect both passengers and drivers. Installation, operation, and maintenance are costly and can't detect harassments, only aggressions. Combining security agents and cameras is the most effective solution.<sup>89</sup> Since 2014, Buenos Aires

<sup>86</sup> Ella se mueve segura. Un estudio sobre la seguridad personal en las mujeres, CAF & Fia Foundation. (2018)

<sup>87</sup> Sexual and Reproductive Health Survey 2016 Costa Rica (2016).

<sup>88</sup> (World Bank Group, 2020)

<sup>89</sup> (CAF, 2019)

installed cameras and GPS in public transportation units to monitor traffic registered inside and outside the bus. These kinds of tools can potentially be used for safety and security as well.<sup>90</sup> Particularly at dawn and dusk, isolated bus stops, empty or too crowded buses, poorly lighted park-and-ride lots represent stressful settings for women that limit their mobility agency. The surroundings of the transport infrastructure play a role in creating travelling stress for women.<sup>91</sup> Further, measures easy to implement, such as allowing women to get off the bus between bus stops at night. These random bus stop locations might be better lit or be closer to women's destinations, which can radically change their perception of safety and security at night. In Montreal and Toronto (Canada) these stops are permitted.<sup>92</sup>

Women adopt specific strategies, which can work or not, but make women feel safer in the public transport system. Sexual harassment in public transport includes leering, winking, offensive gestures, unwanted touching, groping, pressing against the body, indecent exposure, and sexual assault.<sup>93</sup> Women change clothing, take long detours to avoid unsafe places, avoid boarding crowded buses or stay near the walls, and even carry non-lethal weapons. They feel safer when travelling in a group, during off-peak hours, in well-known and familiar environments and when they develop friendly relationships with drivers. In Manizales (Colombia), a medium-sized city where trips usually need only one mode of transportation, 73% of women have suffered at least one incident of harassment, sexual violence, or street abuse, and 47% changed their routines because of them. These women chose longer and safer routes changed transport modes (to taxi or motorcycle) and changed the way they dress, travel with others, or select a determined seat in the bus.<sup>94</sup>

Campaigns to raise awareness about harassment together with safety and security protocols to report abuses can protect women and reduce incidents. In Quito, the 2017 campaign Bajale al Acoso (Stop Harassment) is active in the public transportation system. Videos and information campaigns in the bus raise awareness to passengers about the harassments in the transport system. The victim sends a free SMS with the word "Acoso" ("Harassment") together with the bus number; then a protocol is activated in a central office which has the bus georeferenced: a team of security, legal, psychological and social professionals start working on the case. The bus speakers alert the passengers about the incident, a police patrol waits at the following bus stop, and the victim receives information and chooses whether to report in situ or later. Complaints and lawsuits have increased with this initiative. In February 2017, more than 2700 reports on sexual violence were received, 71 went to court, and 21 received a sentence of 1 and 9 years of jail.<sup>95</sup> Two years later, reporting fell 34.5%.<sup>96</sup>

Sex segregation in massive urban transport is a temporary measure that increases mobility and protects women from harassment. Women-only buses or carriages on trains have been operating for decades in many cities worldwide (Brazil, Mexico, Japan, India, Indonesia, Nepal, United Arab Emirates, Thailand) and have received praises and critics. Women feel safer when using exclusive spaces, but segregating women does not solve the problem. Moreover, women passengers on non-segregated modes are perceived as open to sexual advances, even though the initiative reduces incidences.<sup>97</sup> In 2008, Mexico DF launched Viajemos Seguras ("Let's we women travel safely") sex-segregating units in its transport system and was implemented in other estates later. But the

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<sup>90</sup> (IDB, 2020)

<sup>91</sup> (IFC, 2020)

<sup>92</sup> (CAF, 2019)

<sup>93</sup> (World Bank Group, 2015)

<sup>94</sup> (IDB, 2020)

<sup>95</sup> (IDB, 2020)

<sup>96</sup> According to Plural Consultora

<sup>97</sup> (World Bank Group, 2019)

program did more than that, it located booths in transport stations to file complaints, transportation staff received training on violence against women and girls, vehicles and stations displayed prevention campaigns, and bus systems and trains had women-only cars. In 2015, Mexico DF responded to women's groups' claims and implemented a more ambitious program, which installed emergency buttons in 90% of the Atenea buses (drivers can make a silent alarm call to an operative) and 271 buses had cameras installed.

Mobile applications facilitate women protection and contribute to gathering data, which supply information to design safer transport infrastructure and raise awareness on harassment. Digital technology helps women track and share their location with family and friends. Ride-hailing companies have developed applications for passengers to share additional information on their trip and identify both the driver and the car's plates. Passengers can leave comments after their journey and quantify a driver's professionalism, cleanliness of the vehicle, and quality of their trip. In Brazil, "Chega de FiuFiu" (Enough whistling) is an initiative created by an NGO to geo-localise and foster reporting of harassment. The video documented the women's regular interaction when walking and using public transportation to raise awareness of the harassment that women suffer routinely. In 2018, Bogota under the "Me nuevo Segura" study, adapted the Indian application Safetipin to measure the index of safety and security perception at night of different routes and places by women. Safetipin is based on nine variables to obtain a safety and security score: Level of lighting, Openness (sightlines), Visibility (overhanging trees, high walls etc), Level of crowding or emptiness, Security (agents), Walk/ footpath, Availability of public transport, Usage of the public space (for instance is it male-dominated or mixed) and, Feeling/ emotional response to space (sometimes also called "eyes on the street"). While analysing the personal data of respondents, 65% of the study participants were below 35 years old and 78 % work or study, and 50 % finished tertiary education.<sup>98</sup> Age, sex, education, and poverty are variables to consider when implementing technology to protect women in public transport since affordability (costs of telephones or internet) and user knowledge can be barriers for many women, especially the poorest.<sup>99</sup>

The transport sector can serve as a catalyst to the promotion of women's rights and inclusion. The Via Lilas program<sup>100</sup> was launched in 2015 in Rio de Janeiro as part of the implementation of the Maria da Penha's law on gender-based violence. Electronic kiosks, "totems" were installed in the Supervia Rio's suburban rail lines, which serve around 700,000 daily users. Anonymously, women seek data on the health network, women's rights laws, and gender-based violence protocols.

Sensitization and prevention campaigns on Gender-Based Violence (GBV), including Sexual Exploitation, Abuse and Sexual Harassment (SEAH), can equip public transport workers with tools to understand the various gender dynamics and address the same. In the Dominican Republic, a gender-based violence campaign delivered workshops to drivers' trade unions working in buses and "motoconchistas" (drivers of private cars that operate as public transport). The workshops included topics such as new masculinities and gender-based violence in the domestic spaces and with passengers in the transport environment.<sup>101</sup>

Feedback and grievance mechanisms located in the transport systems help women and girls to inform authorities when they are victims of violence. In 2015 the UN Women Safe Cities Program installed booths in some of Quito's more crowded transport stations. Women could report acts of violence and file complaints. Staff was trained on how to attend to victims, even drivers were trained

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<sup>98</sup> (CAF, 2019)

<sup>99</sup> (Aguero, Bustelo, & Viollaz, 2020)

<sup>100</sup> See: <https://blogs.worldbank.org/transport/rio-lilas-initiative-using-transport-infrastructure-help-reduce-gender-based-violence>

<sup>101</sup> (IDB, 2019)

to inform women on how and where to report incidents.<sup>102</sup> Capacity building and coordination among different bodies (police, judiciary system, staff) is essential to provide useful and appropriate assistance to victims. Often, survivors of abuse perceive authorities in charge of taking care of them as lacking credibility.<sup>103</sup>

Lack of trust in authorities is common to prevent women from reporting abuses. In a survey in 2016 in Lima, 35 % of public transport users don't trust police arriving at the scene when reporting the rape of a woman in the public transport system. For 41.5 % their trust is low, 18.9 % reported some trust, and 3.9 % trust a lot that police will arrive.<sup>104</sup>

Overall in all the 3 targeted countries, there is a lack of local data regarding safety and security in the urban transport sector in Panama. However, as part of the contextual situation, in 2017 a national law project that originally sought to prevent, prohibit and punish street harassment, sexual harassment, stalking, sexism and racism in all daily spheres, was presented to the National Assembly. That constituted an important opportunity to address the perception of insecurity in transport because street harassment was considered as "the most common forms of violence experienced by women in public spaces, whether in parks, streets, bus stops, or on the subway".

But when the law was approved in 2018, the particular reference to the street harassment was not included arguing that street harassment is considered "a cultural and popular issue that cannot be avoided or regulated".

Currently, several women's and civil society organizations are working to develop campaigns to raise awareness about street harassment, showing that it is a recurring social phenomenon that implies a violation of women's human rights by restricting their freedom of mobility.

Although there is a scarce data available that allows to do an specific diagnostic of the nexus between safety and security in transport in Uruguay, there is an official Plan developed by the Montevideo Government (called "Plan Montevideo Libre de Acoso Sexual en los Espacios Públicos 2018-2020"). This Plan presents evidence on transport, as it is considered part of the public space citizen experience. Using in-depth interviews, the Plan argues that street harassment also occurs in public transport and mentions as an example that women tend to fear taxi drivers, mostly men, of experiencing a situation of harassment.

Regarding the mobility of younger women, who are the ones who usually go out at night, the Plan mentions that they perceive mobility as a problem: "walking is not a possible option, buses do not respect the schedules, taxis are expensive, the bicycle presents risks". For these reasons some young women avoid going out alone.

Given that it is understood that mobility at night becomes a restriction for all women, with greater intensity according to intersections of gender, class, disability. These experiences reveal the daily inequalities and violence to which women are exposed. As a response women display a set of prevention and self-care strategies, for example, plan to be accompanied at the bus stop or while walking, take a taxi or Uber -those who have economic access-, and often use the mobile phone during the trip to pretend to be accompanied. Changes in women's behavior that have a relevant impact on their routines to move around cities freely and autonomously.

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<sup>102</sup> (Aguero, Bustelo, & Viollaz, 2020)

<sup>103</sup> (Kondylis, Legovini, Vyborny, Zwager, & Andrade, 2020)

<sup>104</sup> (Galiani & Jaitman, 2016)

The IDB study (2016) already mentioned shows that the perception of insecurity in public transport is relatively high in Asunción Metropolitan Area: on average 6 out of 10 women felt public transport is unsafe or very unsafe, and this perception is higher among non-users of this service.

Moreover, the survey reveals that 24% of women who regularly use public transport were victims or witnesses of a crime while using transport or waiting for it at the bus station in the last 12 months. These results show that the perception of insecurity is greater than the effective victimization.

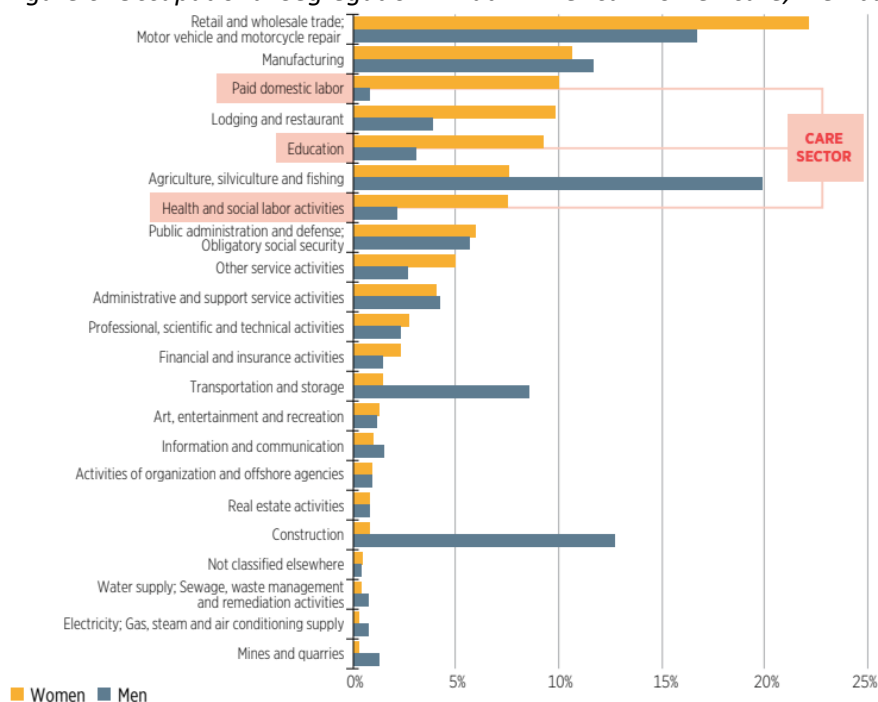
Likewise, the perception of insecurity has led 35% of women to make some modification to their travel routine by changing the means of transport used.

It is also observed that around 80% of women have little or no confidence that the police will respond to the report that a woman was sexually assaulted on public transport.

### Jobs and urban transport

Around 30% of the female workforce in Latin America and the Caribbean is occupied in the care sector (a sector traditionally dominated by women), compared to 6% of the male workforce, see Figure 6 below. Regarding the regional wage gap, women earn between 5% and 30% less than men with similar educational level and demographic characteristics.<sup>105</sup>

*Figure 6: Occupational Segregation in Latin America: women care, men build*



Source: (Bustelo, Suaya, & Viollaz, 2019, p. 14)

Generally, the transport sector provides men and women access to education, health and economic opportunities. Investments in infrastructure are common to boost the economy and, if done right in the aftermath of the covid-19 crisis, this is a chance to enhance labour market opportunities for women and reduce gender inequalities in the labour market. Transport sector jobs can be generated during the design and at the construction of the transport infrastructure, and during its operations and maintenance. In this program, most jobs will be generated during the operation and maintenance of the e-buses, e-taxis and e-vans and at the charging station's maintenance.

<sup>105</sup> (Bustelo, Suaya, & Viollaz, 2019)



Following recent legislation to grant and enforce equal opportunities, most countries in the region have carried out initiatives to extend women's employment opportunities in the transport sector. However, the current gender gap in jobs in the transport sector of the program countries is enormous. Typically, women work in feminized and low-paid tasks such as cleaning or administration, while men work as drivers, mechanics, or supervisors. Thus, both the number of women hired or trained and the quality of their contracts are low. Stereotypes, lack of family support, low rates of girls studying STEM, are some of the traditional barriers for women to work in sex-segregated jobs, sometimes perceived as unsafe. Reshaping women's tasks when pregnant for their protection, expensive professional driving licenses, and stigma hinder more equality workforce in the sector. The power of labour unions can both ease or impede women's access to jobs in the sector.

Specific efforts need to be made to reach greater diversity in the sector. To bridge the job's gender gap, it is important to advertise that all the vacancies are open for women, i.e job description and terms of references will be gender sensitive, job posting will encourage women for applications and will be posted at platforms frequently visited by women, adapt working schedules to women's care needs at home, respect national quota regulations, building dressing rooms and provide childcare, offer scholarships to train women are incentives for the sector to attract them. Working with trade unions is also vital in masculinized occupations to allow women to enter. Still, in 2017 in Argentina, one the train labour union La Fraternidad do not allow women to be drivers.<sup>106</sup> Moreover, the Gender Action Plan includes trainings specific to women in order to enhance their skill set in accordance with newly created jobs.

In Chile, women drivers said that the visibility of women carrying a diversity of tasks and positions incentivises other women to push into higher labour market positions. From 2012 on, in Santiago, new regulation prompted the private companies to collaborate with municipalities to help B1 drivers to obtain professional driving licenses. Women participation in the courses were supported by scholarships (which were mostly given to women). Participants were more successful in entering a job. The price of professional licenses is a barrier as well for women willing to work as drivers. Moreover, it is difficult for female heads of households to attend these courses since they don't have the time to leave their jobs or can't leave their family responsibilities. Women drivers in Santiago were perceived as more compromised with the job, more responsible, have less sinistrality than men, or the accidents are less severe. Also, most women drivers were perceived as more kind, empathic, calm, they treat the passengers better and resolved conflict situations without escalating problems. After women started working, many men colleagues changed their behaviours and became more respectful.<sup>107</sup>

A growing body of evidence shows how companies can benefit from investing in women as employees, entrepreneurs, customers, and community partners. Such investments benefit companies in several ways, from broadening the talent pool to increasing productivity, providing an opportunity to transform local and global markets.<sup>108</sup> Even though the data is scarce<sup>109</sup>, women drivers tend to have fewer traffic accidents than men. Economically, the savings derived from the reduction in traffic accidents can benefit transport operators when hiring women drivers.

For example, in Mexico DF, in 2008, the program Atenea was created to reduce traffic to and from schools by hiring women bus drivers, who would offer more confidence to parents in the school routes. In 2017 there were 136 buses for the program, and 75 drivers were women. In the state of

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<sup>106</sup> (CAF, 2019)

<sup>107</sup> (IDB, 2019)

<sup>108</sup> (IFC, 2017)

<sup>109</sup> World Health Organization Factsheet, 2002. Gender and Road Traffic Injuries

Jalisco where the police were linked to corruption and high rates of alcoholism were considered the leading cause of traffic deaths, the government renovated the traffic police with a call for women named “Buscamos a las mejores” (We are seeking the best women) to attract women to work as traffic officers.

As a summary note on the current status about jobs and urban transport in the three target countries it is important to highlight that data are scarce, representing a central constrain to prepare a particular framework per country and particularly to do a comparative analysis between the three countries.

However, a recent IDB study<sup>110</sup> analyzes official data from household surveys, which shows the percentage of the employed population by gender and sector, aggregating the data from Costa Rica, Panama and the Dominican Republic. This data shows that the participation of women in the Transport and Storage sector is 18% compared to 82% of male participation.

Women in Uruguay participate in 22% of the transportation sector while represent only 5% of the workers employed in the Construction sector and 6% in the Road sector<sup>111</sup>.

In Paraguay, and IDB study<sup>112</sup> shows that only 1.7% of the entire female labor force is concentrated in the area of transportation, storage and communications; and among those employed in this sector, women represent barely 14% of the total number of employees (compared to 86% of male occupation).

But particularly in this country a pioneer initiative highlights. In 2015, the Ministry of Public Works and Communications (MOPC) initiates the implementation of a special program with the support of IDB began. Its objective the improvement of *Caminos rurales* (“Rural Roads”) and as part of the works it was also included the training of women in non-traditional jobs. Given the success of the experience, it will be replicated both in the rest of the planned neighborhood road works as well as in other areas of action of the MOPC, such as the case of Water and Sanitation.

The information and analysis presented before for each country aligns with what has already been presented at the regional level about the masculinization of the Transport sector and possibly also the Construction sector.

#### Women, Jobs and Covid-19

Women’s labour force participation<sup>113</sup> has been steadily rising in the last decade for each of the countries until the pandemic. The devastating impact of COVID-19 has affected disproportionately women’s labour force participation. According to the UN Economic Commission for Latin America and the Caribbean (ECLAC), the unemployment rate for women in the region is currently 12%. Many of them have been pushed out of the market, but that figure rises to 22.2% if assuming the same level of labour participation for women as in 2019. One should consider that women have been pushed out of the economically active population, being forced to fully commit to caring activities,

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<sup>110</sup> López Marmolejo, Ruiz-Arranz y Ochoa (2021)

<sup>111</sup> Capurro, A, Harguindeguy, S, Rubinstein da Silva, E. (2018)

<sup>112</sup> Caldo A., Sosa, M., Monje, A. Granada, I. (2019)

<sup>113</sup> The labour force participation rate is a measure of the proportion of a country’s working-age population that engages actively in the labour market, either by working or looking for work; it provides an indication of the size of the supply of labour available to engage in the production of goods and services, relative to the population at working age. In contrast, employment comprise all persons above a specified age who during a specified brief period, either one week or one day, were in the following categories: paid employment or self-employment.

they plainly aren't seeking new jobs. Taking also into account that the transportation sector is traditionally very masculinized (e.g. women participate in 22% of the transportation sector in Uruguay), the project represents an opportunity to shorten gender gaps related to job segregation.

The sex-desegregated Table 1 below provides a glimpse of the labour supply for the last years, which in the second quarter of 2020 has dropped around 10 points in Argentina, Colombia, Dominica Republic, and Mexico, 7 in Brazil, 5 in Ecuador and 27 points in Peru. For Argentina, Brazil, and Colombia, the difference between men and women's labour force participation was narrowing from around 20-25 difference points to 20 in the first quarter of 2019, but in the Dominican Republic and Ecuador, the women-men gap narrowed from around 30 to 20 points. In Costa Rica, the women's rate in the 2nd quarter of 2020 is almost the same as that of 2011. In contrast with these dropping numbers globally, 70%<sup>114</sup> of nurses, front-line care workers, midwives, and community health workers are women, whose jobs have been vital for controlling the health crisis. Women working in the health sector are more affected by COVID-19, and studies from the USA and European countries have revealed that positive COVID-19 cases are two to three times higher for women than for their male colleagues.

*Table 1: Annual average national labour force participation rates by sex, 2011–2020*

| Annual average national labour force participation rates by sex, 2011–2020 (M: Men, W: Women) |      |      |      |      |      |      |      |      |       | 1 <sup>st</sup> quarter | 1 <sup>st</sup> quarter | 2 <sup>nd</sup> quarter | 2 <sup>nd</sup> quarter |
|---|------|------|------|------|------|------|------|------|-------|-------------------------|-------------------------|-------------------------|-------------------------|
| Country   | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019a | 2019a                   | 2020a                   | 2019a                   | 2020a                   |
| Argentina   | 59.5 | 59.3 | 58.9 | 58.3 | 57.7 | 57.5 | 57.8 | 58.5 | 59.1  | 58.9                    | 58.6                    | 59.5                    | 49.2                    |
| M   | 72.9 | 72.2 | 72.0 | 70.9 | 70.1 | 69.4 | 69.7 | 69.6 | 69.9  | 69.8                    | 68.7                    | 70.2                    | 58.0                    |
| W   | 47.4 | 47.6 | 47.1 | 46.9 | 46.4 | 46.9 | 47.6 | 48.7 | 49.4  | 49.0                    | 49.5                    | 49.9                    | 41.2                    |
| Brazil  | 60.0 | 61.4 | 61.3 | 61.0 | 61.3 | 61.4 | 61.7 | 61.6 | 62.0  | 61.7                    | 61.0                    | 62.1                    | 55.3                    |
| M   | 70.8 | 73.1 | 72.9 | 72.5 | 72.4 | 72.3 | 72.0 | 71.7 | 71.7  | 71.6                    | 70.8                    | 71.7                    | 65.5                    |
| W   | 50.1 | 50.8 | 50.7 | 50.6 | 51.2 | 51.4 | 52.3 | 52.5 | 53.2  | 52.8                    | 52.1                    | 53.4                    | 46.3                    |
| Colombia  | 63.7 | 64.5 | 64.2 | 64.2 | 64.7 | 64.5 | 64.4 | 64.0 | 63.3  | 63.5                    | 61.6                    | 62.9                    | 54.8                    |
| M   | 75.1 | 75.4 | 74.9 | 74.9 | 75.2 | 74.9 | 74.8 | 74.6 | 73.9  | 74.2                    | 72.7                    | 73.4                    | 66.2                    |
| W   | 52.8 | 54.1 | 53.9 | 54.0 | 54.8 | 54.5 | 54.5 | 53.8 | 53.1  | 53.3                    | 50.9                    | 52.9                    | 43.9                    |
| Costa Rica  | 58.4 | 62.5 | 62.2 | 62.6 | 61.2 | 58.4 | 58.8 | 60.7 | 62.5  | 62.4                    | 63.4                    | 63                      | 57.6                    |
| M   | 73.6 | 76.2 | 75.5 | 75.9 | 74.3 | 72.4 | 73   | 74.3 | 74.4  | 74.4                    | 74.7                    | 75.1                    | 70.5                    |
| W   | 44.2 | 48.4 | 48.6 | 49.2 | 48.1 | 44.3 | 44.5 | 46.9 | 50.6  | 50.3                    | 52.1                    | 50.8                    | 44.6                    |
| D. Republic   | 57.8 | 59.0 | 58.7 | 59.1 | 61.8 | 62.3 | 62.2 | 63.6 | 65.1  | 64.9                    | 63.4                    | 65.2                    | 56.7                    |
| M   | 73.1 | 74.4 | 74.1 | 74.6 | 76.3 | 76.6 | 76.1 | 77.8 | 78.4  | 78.8                    | 76.3                    | 78.5                    | 70.6                    |
| W   | 43.7 | 44.0 | 43.7 | 44.0 | 48.1 | 48.9 | 49.0 | 50.4 | 52.7  | 52.0                    | 51.5                    | 52.7                    | 43.9                    |
| Ecuador   | 62.5 | 63.0 | 62.9 | 63.2 | 66.2 | 68.2 | 68.8 | 67.0 | 66.6  | ...                     | ...                     | 66.8                    | 60.9                    |
| M   | 77.9 | 78.1 | 77.6 | 78.8 | 80.5 | 81.0 | 81.0 | 79.7 | 78.7  | ...                     | ...                     | 78.6                    | 73.8                    |
| W   | 48.1 | 48.8 | 48.9 | 48.5 | 52.7 | 56.2 | 56.9 | 55.0 | 55.0  | ...                     | ...                     | 55.5                    | 48.5                    |
| Mexico  | 59.8 | 60.4 | 60.3 | 59.8 | 59.8 | 59.7 | 59.3 | 59.6 | 60.1  | 59.5                    | 59.9                    | 60.2                    | 49.4                    |
| M   | 78.5 | 78.8 | 78.5 | 78.3 | 78.0 | 77.7 | 77.6 | 77.4 | 77.2  | 76.9                    | 76.4                    | 77.1                    | 63.5                    |
| W   | 42.8 | 43.9 | 43.9 | 43.1 | 43.4 | 43.4 | 43.0 | 43.5 | 44.7  | 43.7                    | 44.9                    | 44.9                    | 36.7                    |
| Panamá  | 61.9 | 63.4 | 64.1 | 64.0 | 64.2 | 64.4 | 64.0 | 65.4 | 66.5  | ...                     | ...                     | ...                     | ...                     |
| M   | 79.2 | 80.1 | 79.7 | 79.4 | 78.4 | 78.6 | 77.6 | 78.8 | 78.8  | ...                     | ...                     | ...                     | ...                     |
| W   | 45.8 | 48.2 | 49.4 | 49.8 | 50.8 | 51.1 | 51.2 | 52.8 | 55.0  | ...                     | ...                     | ...                     | ...                     |
| Paraguay  | 61.1 | 64.4 | 63.3 | 62.3 | 62.1 | 62.6 | 71.0 | 71.9 | 72.4  | 73.6                    | 71.2                    | 71.2                    | 66.7                    |
| M   | 73.2 | 75.1 | 74.0 | 74.6 | 74.1 | 74.5 | 84.4 | 84.6 | 84.8  | 86.2                    | 83.8                    | 83.8                    | 81.3                    |
| W   | 49.0 | 53.7 | 52.7 | 50.1 | 50.2 | 50.8 | 57.8 | 59.4 | 60.2  | 61.3                    | 59.1                    | 58.9                    | 52.6                    |
| Peru  | 73.9 | 73.6 | 73.2 | 72.3 | 71.6 | 72.2 | 72.4 | 72.3 | 72.7  | 72.9                    | 70.2                    | 72.0                    | 45.3                    |
| M   | 82.7 | 82.4 | 82.0 | 81.4 | 81.0 | 81.2 | 81.0 | 80.7 | 81.1  | 81.5                    | 78.3                    | 79.6                    | 54.7                    |
| W   | 65.2 | 64.8 | 64.5 | 63.3 | 62.3 | 63.3 | 64.0 | 64.0 | 64.5  | 64.4                    | 62.2                    | 64.5                    | 36.1                    |
| Uruguay   | 64.8 | 64.0 | 63.6 | 64.7 | 63.8 | 63.4 | 62.9 | 62.4 | 62.2  | 62.4                    | 61.6                    | 61.7                    | 58.8                    |
| M   | 74.7 | 73.5 | 73.9 | 74.3 | 73.0 | 72.2 | 71.6 | 70.7 | 70.1  | 70.2                    | 68.4                    | 70.0                    | 66.5                    |
| W   | 55.8 | 55.6 | 54.4 | 55.9 | 55.4 | 55.4 | 55.0 | 54.9 | 54.9  | 55.2                    | 55.4                    | 54.0                    | 51.7                    |

<sup>114</sup> (Butler, 2020)

Source: (ECLAC & ILO, 2020)<sup>115</sup>

In the second quarter of 2020, there have been significant drops in employment rates that have affected both women and men, and the progress of the pandemic's devastation will worsen the figures. ILO says that women's employment dropped by 18.1% compared to men's, which dropped by 15.1%. Women's workforce is more extensive in the third sector, which is most affected by the pandemic (domestic services, restaurants and hotels, commercial activities). 40% of all employed women in the world (estimated at 510 million women) work in hard-hit sectors, compared to 36.6% of employed men. Women's paid labour and women-run businesses are being hit hardest. One of the occupational categories more affected is that of wage earners employed by households, most of them are women of relatively low-income households, who lack essential work benefits (health leave, notice period, severance pay). In Latin America, 93% of the 11 to 18 million domestic workers are women.<sup>116</sup>

This pandemic affects women, young people, and immigrants the most for a variety of reasons (For instance: they mostly work in the informal market, no new positions being created for young people or lack of legal papers to work). The global pandemic impacted employment rates in many ways; many companies have ceased operations or remain on stand-by due to country restrictions. Absenteeism has been a consequence of the pandemic since workers have not been able to attend their jobs' locations. Companies and countries have been designing ways to adapt to the temporary situation without firing workers (Ex: income support mechanisms or early leave).<sup>117</sup>

The open unemployment rate<sup>118</sup> is larger in women because the household care responsibilities have increased with the pandemic. Table 2 below clearly shows tendencies. According to ILO, Dominican Republic's open unemployment rate drastically decreased to 3.2 in the second quarter of 2020 from 6.4 in the same period of 2019. Both people who were unemployed before the pandemic and those who lost their jobs because of COVID-19 are not looking for jobs. Figures are similar for both sexes in the Dominican Republic. The number of people in open unemployment in this health crisis increased less among women (by 7.7%) than among men (29.4%); the contrary is expected in an economic crisis. Female open employment has increased less than expected, probably due not only to the loss of jobs but also to the increase in care work, resulting in women not looking for paid work. While for men, who are still considered the breadwinners of the family, looking for jobs is easier after they lost them during the pandemic.<sup>119</sup> Women hold their selves responsible for the family care burden, while men are still seen as "help" in the region.<sup>120</sup> The fact that open unemployment has risen more for men (in all the eight countries) does not mean that the crisis has more hit men compared to women; it means that further research on open employment is required.

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<sup>115</sup> Own elaboration from data from: ILO & ECLAC (Nov 10, 2020). "Employment Situation in LAC (Number 23): Employment trends in an unprecedented crisis: Policy challenges". Data comes from household surveys. Some data are preliminary figures or new series, please visit the document to know more about these figures.

<sup>116</sup> (UN Women, 2020)

<sup>117</sup> (ECLAC & ILO, 2020)

<sup>118</sup> Open unemployment refers to those looking for a job that cannot find one because of the economic conditions.

<sup>119</sup> (ECLAC & ILO, 2020)

<sup>120</sup> (World Bank Group, 2020)

Table 2: Average annual national open unemployment rate by sex, 2011–2020

| Average annual national open unemployment rate by sex, 2011–2020<br>(M: Men, W: Women) |      |      |      |      |      |      |      |      |      | 1 <sup>st</sup><br>quarter | 1 <sup>st</sup><br>quarter | 2 <sup>nd</sup><br>quarter | 2 <sup>nd</sup><br>quarter |
|--|------|------|------|------|------|------|------|------|------|----------------------------|----------------------------|----------------------------|----------------------------|
| Country  | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2019                       | 2020                       | 2019                       | 2020                       |
| Argentina  | 7.2  | 7.2  | 7.1  | 7.3  | 6.5  | 8.5  | 8.4  | 9.2  | 9.8  | 10.1                       | 10.4                       | 10.6                       | 13.1                       |
| M  | 6.3  | 6.1  | 6.1  | 6.5  | 5.7  | 7.8  | 7.5  | 8.2  | 9.2  | 9.2                        | 9.7                        | 10.2                       | 12.8                       |
| W  | 8.5  | 8.8  | 8.5  | 8.4  | 7.6  | 9.4  | 9.5  | 10.5 | 10.7 | 11.2                       | 11.2                       | 11.2                       | 13.5                       |
| Brazil   | 6.7  | 7.3  | 7.1  | 6.8  | 8.5  | 11.5 | 12.7 | 12.3 | 11.9 | 12.7                       | 12.2                       | 12.0                       | 13.3                       |
| M  | 4.9  | 6.0  | 5.8  | 5.7  | 7.3  | 10.1 | 11.3 | 10.8 | 10.1 | 10.9                       | 10.4                       | 10.3                       | 12.0                       |
| W  | 9.1  | 9.2  | 8.9  | 8.2  | 10.1 | 13.3 | 14.6 | 14.1 | 14.0 | 14.9                       | 14.5                       | 14.1                       | 14.9                       |
| Colombia   | 10.0 | 9.7  | 9.0  | 8.5  | 8.3  | 8.6  | 8.8  | 9.0  | 9.9  | 11.2                       | 11.8                       | 9.5                        | 18.3                       |
| M  | 7.8  | 7.5  | 7.0  | 6.7  | 6.4  | 6.7  | 6.8  | 7.1  | 7.8  | 8.8                        | 9.4                        | 7.7                        | 16.0                       |
| W  | 12.9 | 12.5 | 11.6 | 10.9 | 10.7 | 11.0 | 11.3 | 11.6 | 12.6 | 14.4                       | 15.1                       | 11.8                       | 21.6                       |
| Costa Rica   | 7.7  | 10.2 | 9.4  | 9.6  | 9.6  | 9.5  | 9.1  | 10.3 | 11.8 | 11.3                       | 12.5                       | 11.9                       | 24                         |
| M  | 6    | 8.9  | 8.3  | 8.1  | 8    | 8    | 7.5  | 8.4  | 9.3  | 9.3                        | 8.6                        | 9.9                        | 20                         |
| W  | 10.3 | 12.2 | 11.1 | 11.9 | 12.2 | 12.1 | 11.6 | 13.2 | 15.3 | 14.2                       | 18                         | 15                         | 30.4                       |
| D. Republic  | 6.1  | 6.7  | 7.4  | 6.7  | 7.3  | 7.1  | 5.5  | 5.7  | 6.2  | 5.8                        | 5.7                        | 6.4                        | 3.2                        |
| M  | 4.7  | 5.1  | 5.3  | 4.8  | 5.2  | 4.8  | 4.0  | 3.5  | 3.9  | 3.7                        | 3.6                        | 4.2                        | 2.4                        |
| W  | 8.3  | 9.2  | 10.5 | 9.7  | 10.5 | 10.5 | 7.8  | 8.8  | 9.3  | 8.9                        | 8.6                        | 9.5                        | 4.3                        |
| Ecuador  | 3.4  | 3.2  | 3.0  | 3.4  | 3.6  | 4.5  | 3.8  | 3.5  | 3.8  | ...                        | ...                        | 4.4                        | 13.3                       |
| M  | 2.9  | 2.8  | 2.7  | 3.0  | 3.0  | 3.7  | 3.0  | 2.9  | 3.2  | ...                        | ...                        | 3.7                        | 11.6                       |
| W  | 4.2  | 3.8  | 3.6  | 4.1  | 4.4  | 5.7  | 4.8  | 4.3  | 4.5  | ...                        | ...                        | 5.5                        | 15.7                       |
| Mexico   | 5.2  | 4.9  | 4.9  | 4.8  | 4.3  | 3.9  | 3.4  | 3.3  | 3.5  | 3.4                        | 3.4                        | 3.5                        | 4.8                        |
| M  | 5.2  | 4.9  | 4.9  | 4.8  | 4.3  | 3.9  | 3.3  | 3.2  | 3.5  | 3.3                        | 3.5                        | 3.5                        | 5.3                        |
| W  | 5.2  | 4.9  | 5.0  | 4.9  | 4.5  | 3.9  | 3.6  | 3.4  | 3.5  | 3.5                        | 3.4                        | 3.6                        | 3.9                        |
| Panama   | 2.9  | 3.0  | 3.1  | 3.5  | 3.8  | 4.4  | 4.8  | 4.9  | 5.8  |                            |                            |                            |                            |
| M  | 2.6  | 2.5  | 2.5  | 2.7  | 3.1  | 3.7  | 3.7  | 3.9  | 4.7  |                            |                            |                            |                            |
| W  | 3.5  | 3.9  | 4.1  | 4.6  | 4.9  | 5.3  | 6.3  | 6.3  | 7.2  |                            |                            |                            |                            |
| Paraguay   | 5.5  | 4.6  | 5.0  | 6.0  | 5.4  | 6.0  | 6.1  | 6.2  | 6.6  | 6.9                        | 7.9                        | 7.4                        | 7.6                        |
| M  | 4.3  | 3.7  | 4.5  | 4.6  | 4.9  | 5.0  | 5.1  | 5.5  | 5.5  | 5.5                        | 6.3                        | 7.2                        | 6.7                        |
| W  | 7.3  | 5.8  | 5.7  | 8.1  | 6.1  | 7.5  | 7.6  | 7.4  | 8.0  | 8.9                        | 10.1                       | 7.8                        | 8.8                        |
| Peru   | 4.0  | 3.7  | 4.0  | 3.7  | 3.5  | 4.2  | 4.1  | 3.9  | 3.9  | 5.2                        | 5.1                        | 3.6                        | 8.8                        |
| M  | 3.7  | 3.2  | 3.4  | 3.4  | 3.4  | 3.9  | 3.8  | 3.5  | 3.5  | 4.4                        | 4.5                        | 3.3                        | 9.7                        |
| W  | 4.4  | 4.4  | 4.7  | 4.0  | 3.6  | 4.6  | 4.4  | 4.4  | 4.5  | 6.2                        | 5.8                        | 4.0                        | 7.5                        |
| Uruguay  | 6.3  | 6.5  | 6.5  | 6.6  | 7.5  | 7.8  | 7.9  | 8.3  | 8.9  | 8.8                        | 9.7                        | 8.9                        | 10.0                       |
| M  | 4.8  | 4.9  | 5.0  | 5.1  | 6.4  | 6.5  | 6.6  | 6.9  | 7.3  | 7.2                        | 8.6                        | 7.4                        | 8.9                        |
| W  | 8.1  | 8.3  | 8.2  | 8.3  | 8.9  | 9.4  | 9.5  | 10.1 | 10.7 | 10.6                       | 10.9                       | 10.7                       | 11.4                       |

Source: (ECLAC & ILO, 2020)\*<sup>121</sup>

This situation negatively influences younger women, particularly younger mothers who, when facing long periods of inactivity, experience shows that their career paths are drastically altered. The more time absent from school or work, the greater the risks of exclusion from the labour market, the precariousness of jobs, or the informality. This latter happens to young men as well.

Cleaning, cooking, and serving meals, teaching children and shopping for the family are the major workloads that have been intensified recently. The pandemic has made a point in the care work, which traditionally governments have ignored, and the economic markets have devaluated. In all of

<sup>121</sup> Own elaboration from data from: Employment Situation in Latin America and the Caribbean (Number 23): Employment trends in an unprecedented crisis: ECLAC&ILO, Nov 2020. Data comes from household surveys. Some data are preliminary figures or new series, please visit the document to know more about these figures.

Latin American and the Caribbean region's countries, and globally, the burden of the economy of care falls entirely into women's responsibility. Despite the well-timed and record measures taken by governments to tackle COVID-19's economic outcomes, the few social protection measures were lacking a gender lens. Reconciliation of paid and unpaid work and family's care must be addressed to allow women to go back to paid work.<sup>122</sup>

#### 4. GESI approach in the E-Motion Program

Based on the findings of this assessment, there are two main goals that sub-programme 2 of "E-Motion: E-Mobility should achieve in terms of gender equality and social inclusion:

1. Impact on the workforce: reduction of sex-segregation in employment while creating new jobs and expertise
2. Impact on the ridership: reduction of gender biases and exclusions from transportation while changing the system to a low-emission one.

So, it is expected that for the E-Motion Program, the contribution to reducing the gender gap in e-mobility and low-carbon transportation and to preventing and minimizing the harm of lacking gender equality and women's rights is three-folded. **First, the transport sector is a catalyst to change social norms.** For instance, by raising awareness on sexual harassment and violence against women and girls, by providing visibility to women working in non-traditional roles in the EV (electric vehicle) markets, and by considering the mobility of care when designing transport operations, a societal impact can be achieved. **Second, this new e-transport paradigm will lever women's access to green jobs in traditionally sex-segregated occupations or improve access to investment loans for female entrepreneurs.** **Third, the capacity building, training, and sharing of know-how to women and men designing the investment plans and the sub-projects as part of the program will systematize gender mainstreaming in the transport sector.**

This three-folded approach will be mainly address as part of the Component 1 and its associated activities which will provide technical assistance to enable effective financial assistance and to create a (gender-responsive) policy and business framework conducive for massive deployment of EVs. Activities will be coordinated and realized together with national authorities to ensure complementarity of different endeavours. In addition, through the implementation of some activities as part of the Components 2, 3 and 4 this three-folded approach will reach all phases of the sub-projects and a wide profile of stakeholders.

Accordingly, the program will promote gender equality and women's empowerment at the project and sub-project level and support the use of gender-disaggregated indicators. The investments and sub-projects of the Program need to include a gender strategy with actions to increase women's mobility, promote safety and access to jobs. By establishing actions to increase women's mobility, safety, and access to jobs, this Program can improve women's agency in mobility if mainstreaming gender equality in its sub-projects becomes systematic.

In turn the proposed Action Plan, which organizes this approach in particular sub-activities aggregated by outputs, guarantees that general recommendations presented in this report are gender responsive and transformative, and translating into specific actions included in the E-Motion Program and project levels. Additionally, the Gender Action Plan ensures the specific actions are measured and adequately monitored, and adjusted when needed.

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<sup>122</sup> (UN Women, 2020)

It's also important to highlight that all the activities outlined in the proposed Gender Action Plan emerge from and also provide order to socioeconomic, legal, institutional and mobility diagnosis developed in this Gender Assessment (particularly the four interrelated topics: mobility, safety and security, jobs, and impacts of the COVID-19 pandemic), as well as the general recommendations presented. Below there are presented the three detailed outputs that structure the Gender Action Plan, closely related with the Components of the Program:

- Sector specific country-level gender assessments undertaken as part of the development of low-carbon electric vehicle roadmaps and policies (national level)
- Successful knowledge exchange and collaboration on gender aspects in transportation (regional level)
- Gender components integrated in the sub-projects financed by the Program.

## 5. Methodology

In this section is presented the methodology that has been used to come up with the Gender Assessment.

A desk-based research of aspects related to women in the region of Latin America and particularly in the three countries included in the Program (Panama, Paraguay, Uruguay) has been undertaken. This diagnosis covers two main aspects that let understand the gender gap in general terms as well as the gender equality and women empowerment in urban transportation.

- Gender equality in the region of Latin America

As part of the first aspect, secondary and quantitative data has been used to analyze women situation regarding the following indicators: political representation, health, education, employment, domestic responsibilities, gender wage gaps, gender-based violence. The data and analyses was found in ad hoc country studies on gender or data sources from reliable international entities.

This chapter also includes the review of legal and institutional framework addressing gender-based violence at national level. Other public policy documents were reviewed as well as the main international agreements ratified as part of the national legislation.

- Assessment of gender equality and women empowerment in urban transportation

Mainly secondary and quantitative data has been used to analyze each of the three interrelated dimensions that this Assessment has distinguished in order to organize the information: (i) mobility, (ii) safety and security, and (iii) jobs. The data and analyses was found in ad hoc country studies on gender or data sources from reliable international entities.

Consistent with some studies that consider the availability of data in the sector, it is observed that in the last years there is more official and public information in the Region referring to women as transport users than as workers in the sector, although in some cases (e.g. Panama) it is not yet possible to analyze mobility patterns disaggregated by sex or gender. Furthermore, when mobility information is available, it usually refers to the main cities or urban areas of each country. Consequentially, a lack of data on gender and e-mobility was identified, as occurs in other developing countries. So this report has relied on secondary review, data and analysis available for gender and transportation sector in general.

There was also identified an information gap about safety and security in urban transport. This kind of sensitive data needs to be collected through quali-quantitative strategies which implies specific professional abilities to be produce and analized. In addition, it is important to highlight that initiatives to collect data about safety in urban transport, many times come from civil society or women organizations with the aim of making visible a gender problem that has not been well addressed. Which could be an economic constrain for the data to be systematically produced. In the lat few years some national and local governments with the support of international agencies have already started to work on generating primary data. The study about safety and security in urban transport in Asunción (Paraguay) included in this report is an example of this lasted advances.

Specific consultations or in-depth interviews with key social actors were not carried out during the preparation of this gender assessment, however it is foreseen to implement a brief qualitative fieldwork as part of the Action Plan in order to complement the diagnosis in each country.

## 6. Key areas of intervention and recommendations to strengthen gender aspects in the e-motion programme

In the programme countries, gender equality has been improving in recent years, but the COVID-19 pandemic has worsened it. In light of the country snapshots on gender and the assessment of (i) mobility, (ii) safety and security, and (iii) jobs, this report concludes with the following recommendations to strengthen gender mainstreaming into the E-Motion Subprogram2 components:

The review of public policies at the country level will integrate gender aspects, this means that the technical assistance will help find obstacles and risks in the policies being reviewed that may impede women from benefiting from the EV mass adoption. The themes covered by the topics in chapter 3 of this assessment (mobility, safety and security, and jobs) constitute a guide that the technical assistance will use when providing support to the investment plans. The public and private sector investment plans will receive technical assistance to systematically include a gender assessment and gender action plan with concrete measures, activities and products that will ensure that women benefit equally from the massive adoption of EV through direct jobs.

Specific actions to guarantee women feel safe when using EV transportation, as workers and as users, are imperative in the region. Gender-based violence is endemic in these countries and underreported. Women in the region are frequently victims in the transport sector, and the COVID-19 pandemic is exacerbating the numbers. The urban transport system represents an environment where harassment and sexual abuses occur quotidianly in the regular trips women do every day. Incidents can happen in the e-buses, in the e-taxis, while waiting, walking to and from the stops or using charging stations. Incidents increase at night, in isolated vehicles and unattended places, but crowded units as well. Safety and security measures not only benefit women but all the users. The recent study “Ella se mueve segura” (She’s moving safely) represents a timely and adequate guide from the region that will be used by the program to build capacity and learn at the project level, thanks to online training. Successful ongoing initiatives such as “Bajalé al acoso” in Quito, will be shared within the training. This initiative stands from others because it put together different institutions (police, justice), and it is very accessible by the poor. It has been successful in reducing harassment in the buses in Quito, which in the end, can change social norms towards respect to women’s bodies and lives. The program will include communication campaigns to raise awareness and prevent sexual harassment in the public transport sector.

Moreover, efforts should include, for instance, to enhance accessibility of jobs related to the E-motion programme for women (advertise that all the vacancies are open for women, i.e. job description and terms of references will be gender sensitive, job posting will encourage women for applications and will be posted at platforms frequently visited by women), adjusting work places



towards the needs of women (adapt working schedules to women's care needs at home, respect national quota regulations, building dressing rooms and provide childcare), and offer scholarships in order to enhance women's skill set in accordance with newly created jobs in the mobility sector. Working with trade unions is also vital in masculinized occupations to allow women to enter.

Women are not represented in the jobs generated by the transport sector in the region. The pandemic complicates the return to work for those women who lost their jobs and those whose care responsibilities have increased. The E-Motion Program is an opportunity for women in the program countries to access the jobs generated by the projects to be designed with investment loans. For instance, the public sector projects will help women obtain professional driving licenses to be able to opt for the direct jobs that the e-buses, e-taxis and e-vans will create. This can be done via scholarships for women to receive training on professional driving. The technical assistance will also support investment projects for e-taxis adoption on how to include segregated ride-hailing from the market that is already present and growing in the region. The technical assistance will help the adopters to consider vulnerable groups who do not have access to technology. To prevent female turnover and retain women workers in the projects, activity is focused on the promotion of work-life balance for the projects. Data collection is crucial to learn, share and improve transport systems, an activity will help e-buses and e-taxis to sex-disaggregate data.

Based on this Gender Assessment, the following areas for gender mainstreaming have been identified. These may be updated over time as the sector develops and the E-Motion Program is active in identifying further areas to incorporate gender mainstreaming.

*Table 3: Key areas of interventions*

| Key issue identified in gender assessment  | Description of issue or risk   | Actions to address issues identified   |
|--|--|--|
| Mobility: Inadequate transportation infrastructure to reach services (work, education, training) | Limited number of services designed for women incorporating women's specific needs | Identify opportunities to work with bus companies or corporates which support women-focused services (such school services etc), or working with the counterparties to develop initiatives.  |
|  | Women's specific requirements not adequately incorporated into project-design      | Upfront gender assessment to identify whether there are opportunities to optimise the placement of charging points for increased use of EVs by women wherever applicable (e.g., considering well-lit areas, public areas).<br>Periodic consultation with women's groups (e.g., women drivers associations, self-help groups for women from low income background, NGOs working on women employment) to identify potential risks and opportunities. |
|  | Limited sex-disaggregated data to improve gender                                   |  |

|  |   |   |
|--|---|---|
|  | sensitivity in the sector or sub-sectors  |   |
| <u>Safety</u> and security: Gender Based Violence and Harassment | Facilities around transport hubs and vehicles (e.g., poor lighting, unsupervised spaces, absence of emergency buttons, etc.)                            | Conduct training to counterparties to review their existing policies and procedures for management of GBVH issues, including existing education programs, safety and security measures, trainings, and grievance mechanisms.  |
|  |   | Require projects to include adequate design and maintenance of lighting and CCTV cameras (or other relevant safety and security features at charging infrastructure points).  |
|  |   | Require reporting/representation from counterparties that the vehicles are aligned with safety and security requirements as mandated by authorities/relevant concession agreements.   |
|  |   | Conduct stakeholder consultations with public and private entities around the design of projects to provide views and data on relevant and improved safety and security features.   |
|  | Behavioural aspects (e.g. physical violence and sexual harassment, lack of clear codes of conduct for employees, etc.)                                  | Review training programs periodically delivered by counterparties to drivers and transport workers on gender sensitivity and how to report and refer incidents of GBVH. Where counterparties do not have existing training programs, offer relevant training for drivers and other employees on gender sensitivity and how to manage incidents of GBVH. |
| <u>Jobs</u> : Women's involvement in transport related jobs      | Due to societal and cultural practices, women are less likely to be involved in decision making which may exacerbate gender blindness in project design | Ensure women and vulnerable groups have an active role in project and sector level stakeholder consultations.   |
|  |   | Enhance accessibility of jobs related to the E-motion   |

|   |  | programme for women  |
|---|--|--|
| Need for capacity building and knowledge dissemination for gender considerations in the e-mobility sector | Awareness of gender mainstreaming may be limited in the transportation, e-mobility and financing sectors | Capacity building through trainings and workshops to increase awareness of gender sensitivity. Promote multi-stakeholder discussions to integrate gender considerations across the sector. |
|   | Limited availability of sex-disaggregated data in the e-mobility space                                   | Ensure each sub-project collects sex-disaggregated data which can be used to identify risks, mitigants and opportunities.  |
|   | Knowledge sharing of lessons learned is limited  | Promote examples of lessons learned through data collection or sub-project implementation through thought leadership or otherwise to contribute to developing best practice.               |

The Gender Action Plan guarantees that these general recommendations are transformed into specific activities by the E-Motion Program and that they have a budget and are measured, monitored, and adjusted when needed. If suitable the key interventions are also directly integrated in the Outputs of the E-Motion Program, e.g., related to the requirements for the sub-projects.

### Gender stakeholder engagement

Once the project's implementation phase begins, the National Mechanisms for the Advancement of Women (Inmujeres in the case of Uruguay, INAMU in Panama and the Ministry of Women in Paraguay) will be invited to assume a role as stakeholders, in their quality of the responsible national institutions for gender policies.

The same will be done with all the institutional organisms responsible for gender equality policies within the Ministries of Industry (i.e. the Unidad Especializada en Género of the Uruguayan Office), within the Ministries of Economy, the Ministries of Transport (or Authority of Transport in the case of Panama), the Ministries of Public Works (i.e. the Project Implementation Unit<sup>123</sup> of the Ministry of Public Works and Communications in Paraguay; the Office for Equal Opportunities and Gender of the Ministry of Public Works in Panama), and in the Electricity Companies involved. It is the case of UTE, Uruguay's government-owned power company, which has a Gender Unit and has been certified in gender equality ([Folleto Tríptico v2 \(ute.com.uy\)](https://ute.com.uy/Folleto_Tríptico_v2)). The Stakeholders Engagement Framework (SEF) to be implemented classifies the actors' engagement levels and types in four categories. They might be some that should only be informed of the project's interventions; others would need to be consulted, while a third group will be accountable for collaboration actions and a fourth type for empowerment actions, as the following table resumes:

<sup>123</sup> This Project Unit has implemented the pioneer initiative mentioned in section 3.

| Engagement level/type | Inform                 |                        | Consult                |                        | Collaborate            |                        | Empower                |                        |
|-----------------------|------------------------|------------------------|------------------------|------------------------|------------------------|------------------------|------------------------|------------------------|
|                       | Expected               | Executed               | Expected               | Executed               | Expected               | Executed               | Expected               | Executed               |
| <b>Stakeholder 1</b>  | -action 1<br>-action 2 | -action 1<br>-action 2 | -action 1<br>-action 2 | -action 1<br>-action 2 | -action 1<br>-action 2 | -action 1<br>-action 2 | -action 1<br>-action 2 | -action 1<br>-action 2 |
| <b>Stakeholder 2</b>  | -action x<br>-action y | -action x<br>-action y | -action x<br>-action y | -action x<br>-action y | -action x<br>-action y | -action x<br>-action y | -action x<br>-action y | -action x<br>-action y |

When completing the SEF document, the commitments of all stakeholders will be stated as well as their expected actions, establishing clearly roles and responsibilities. Every “expected action” will relate with the Operations Chronogram where the activities of the Gender Action Plan will be disaggregated, and each “executed action” will be linked to the verification means corresponding to each of the indicators included in the chronogram.

### **Institutionalization of gender equality in CAF and its partners**

CAF undertook organizational restructuring from late 2021 to mid-2022 that has seen its commitment and strengthening of its Gender Unit. This Unit went up a level on the organizational ladder from being an area among a Direction of Climate Change and Inclusion to become the Gender, Inclusion and Diversity Management, directly dependent of the Corporate Vice President of Strategic Programming. The political will to address gender inequality is thus more explicit. Regarding its human resources, it currently engages four specialists

There are three documents that frame CAF’s approach towards gender equality: the Gender Equality Strategy, the Gender Equality Guidelines and a specific Gender Equity Safeguard (S09) among the social and environmental procedures that intend to reduce, mitigate and/or compensate for the unintended negative impacts of development projects.

CAF’s 2022-2026 Gender Equality Strategy aims to facilitate women's access to financial resources, dignified job opportunities, basic and care services, and productive development. As well, it will contribute to strengthen its member countries' capacities against gender-based violence, femicide and teen pregnancy and to promote and strengthen the capacities, skills and competence for women's leadership and their participation in decision-making spaces.

The Gender Equality Guidelines are an instrument aimed to guide the implementation of actions that promote gender equality, rights and empowerment of women in the region. They are implemented through three guidelines: (i) direct action, to develop activities whose main objective is to reduce inequality and expand access to opportunities; (ii) gender mainstreaming, to include the gender perspective in CAF's actions; and (iii) preventive action, whose purpose is to avoid the deepening of gaps or inequality that may result from CAF's operations.

The Gender Equity Safeguard in force since 2016 applies to all projects and operations financed by CAF and constitutes the main preventive action of the Gender Equality Guidelines. Its applicability is determined during all phases of CAF's credit cycle. The Safeguard seeks to ensure that both women and men benefit equally from projects and programs financed by CAF, as well as that they participate equitably in the design and execution. It also seeks to prevent the projects and programs from deepening pre-existing gender gaps or producing adverse impacts.

Regarding its partners, it must be noted that GIZ, the German Agency for International Cooperation, approved in 2012 a Gender Strategy that was updated in 2016, which is considered as an internal and external positioning of the organization. The Strategy aims to ensure that all activities, strategies and processes undertaken by GIZ are oriented towards gender equality and the elimination of discrimination and disadvantages based on gender.

A GAP implementation team of four will be appointed: a coordinator and three country-based specialists. It will belong to the PMU.

#### **A Grievance Redress Mechanism (GRM) gender sensitive**

It is expected that as part of compliance with the Environmental and Social Safeguards of CAF, the respective GRMs will be prepared for each sub-project. This requirement will be part of the TOR or the technical specifications included as part of the procurement documents.

However, the request to prepare the GRM must ensure that they are adapted in order to cover, among their contents, the specific aspects related to the attention of complaints about gender violence (SEA/SH) that which could come from the influx of labor or from any other situation.

The process of adaptation of the GRM to be gender sensitive will include significant emphasis on clarifying concepts of gender base violence and specificizing what are the risks of gender base violence in Program and sub-project, why do gender base violence complaints require a different approach, the principles of confidentiality and anonymity, informed consent, security, data recording, referral pathways.

Even if the GRM for a sub-project is planned to be articulated with a government mechanism in place (national or local), it will be needed to detail how it works (roles, responsibilities, complaints form, channels available, the procedures for grievance management, communication strategy, etc.).

This kind of systems must be serviced by trained personnel who can receive complaints with empathy and professionalism. In the case the GRM include a Community Grievance Focal Person it is recommended to be a women, hopefully part of the same community where the sub-project is based, that must receive training, particularly on how to handle SEA/SH complaints.

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