Transport and Women: Gender and Race in Urban Mobility

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Executive Summary: lessons learned and conclusions

Introduction

The concept of interdependence between gender and race comes from reflections raised in the context of Black Feminism in the US in the late 1970s. The term intersectionality was first used in 1989 by African American jurist and academic Kimberlé Crenshaw, who noted that the characteristics of gender and race are inseparable in the analysis of the specific type of exclusion to which black women are subjected.

1. IPEA. *Atlas da violência*. 2020.

This intersection of gender and race variables also applies to the Brazilian reality. Black women are the ones who suffer the most from the negative effects of "neutralizing" mobility, as they experience different aspects of inequality when compared with men, in general, and with white women. Black women are the most affected by the quality of transport services and, therefore, they are vulnerable to the risks of violence and social exclusion[1].

Brazil's National Urban Mobility Policy (PNMU) is the legal instrument that guides the mobility agenda in Brazilian municipalities. It is aligned with the Sustainable Development Goals, in particular SDG 10 and SDG 11 (Reduced Inequalities, and Sustainable Cities and Communities), and thus it also aims to reduce inequalities. In other words, in addition to regulating different modes of public transportation, the PNMU aims to promote social inclusion and access to basic services and social facilities. We have gradually advanced in our public transport planning, taking into account the needs of the most vulnerable social groups. However, we still lack evidence, especially on race variables in mobility. We also need to respond better to the needs and interests of women, especially black women, who are the largest Brazilian population group: 28.4 percent according to IBGE data (PNAD, 2018).

Women represent more than half of the world population, but they suffer systematic gender discrimination in cities (UN-Habitat, 2020), especially poorer women. This is also true for in the São Paulo Metropolitan Area. Currently, women account for 52 percent of the local population, according to the Census of the Brazilian Institute of Geography and Statistics (IBGE, 2010). However, only 12 percent of women earning up to one minimum wage[2] lived close to rapid transit services in the São Paulo Metropolitan Area (SPMA) in 2019 (ITDP Brazil, 2021). This highlights the fact that transport network coverage is unequal — especially when we take different demographic variables into account. If we add race to the analysis, for example, only 9 percent of black women live near rapid transit facilities.

These figures show that there is no gender and race neutrality in the provision of urban mobility services. The transport system's planning and operation still

disconsider the needs of women, especially those that are poor, black, or of mixed race. Throughout history, the black population was traditionally pushed toward urban peripheries. This is noticeable when we observe the concentration of black women in the outskirts of the SPMA compared to central São Paulo. Peripheral regions have always shown a low coverage and regularity of public transportation.

3. DEDECCA, C. *Tempo, trabalho e gênero*. In: COSTA, A. A.; OLIVEIRA, E. M. DE; LIMA, M. E. B. DE; SOARES, V. (Orgs.). *Reconfiguração das relações de gênero no trabalho*. São Paulo: Cut, 2004.

DURAN, M. A. *Uso del tiempo y trabajo no remunerado*. Revista de Ciencias Sociais, n. 18, p. 56-69, 2000.

4. IBGE. *Estatísticas de Gênero: indicadores sociais das mulheres no Brasil.* 2018.

Gender is a construct based on social and cultural factors. It is not unchanging, monolithic, or binary. Still, gender roles are weaved in institutional practices and power structures, including who is responsible for caregiving activities. The maintenance of a gender-based division of housework continues to make women responsible for most reproductive tasks[3], and this directly affects their mobility patterns. Reproductive work refers to all work necessary for human well-being, both in the domestic sphere and for human reproduction, involving, for example, pregnancy, family care, education, maintenance of domestic spaces and goods.

In Brazil, black women are the most vulnerable, as they spend the most time every week performing these activities: 18.6 hours. White women spend 17.7 hours per week doing housework; black men, 10.6 hours; and white men, 10.4[4] hours. Since women are responsible for most care work, they have to travel to multiple destinations, which makes transportation essential for their journeys. This reinforces the need to change our approach to planning and designing transport systems so as to incorporate the intersectionality of gender and race.

Background, objective and methodology

The Institute for Transportation and Development Policy (ITDP) and the Center for Studies on Labor Relations and Inequality (CEERT) have jointly developed **Transport and Women: Gender and Race in Urban Mobility**, a project under the Smart Mobility Program in São Paulo. This project is supported by the World Bank, the British Government, and the Municipal Mobility and Traffic Department (SMT/SETRAM). It aims to provide training, and contribute to raising awareness and improving the transport sector in the city of São Paulo, so as to reduce gender and racial inequalities in urban mobility.

This is the executive summary of the main results and lessons learned from all project activities, which included the following steps:

01

Intersectional perspective of gender and race in planning the transport system

● Conducting a survey and complementary analysis of data referring to intersectionality in public transportation;

● Mapping and conducting semistructured interviews with government, organized civil society, academia, and private sector representatives in order to understand the current status of intersectionality in the public transport system in the city of São Paulo and its Metropolitan Area, as well as identifying people who could contribute to future stages of this project;

● Hosting a participatory workshop to connect people who deal with gender and race issues in their work with mobility and the right to the city, and, in particular, mapping the main challenges for the integration of this topic into public policies and into the operation of transport systems;

● Analyzing the perceptions of low-income black women who use public transportation in the city of São Paulo and three other municipalities in the São Paulo Metropolitan Area, based on qualitative research in the form of discussions.

02
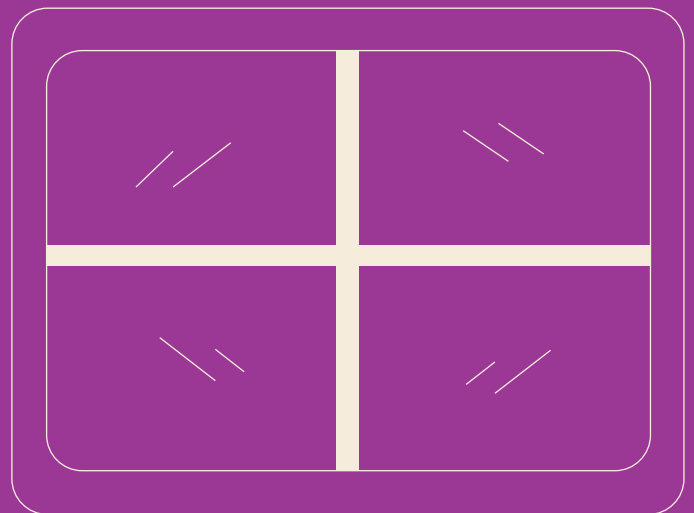
Intersectional perspective of gender and race in operating the transport system

● Identifying national best practices aimed at responding to and reducing gender-based violence in the transport system;

● Analyzing contracts for the transport system in the city of São Paulo and three other municipalities in the São Paulo Metropolitan Area with regard to the challenges and importance of providing access to transportation for women, especially black and poorer women;

● Hosting a participatory workshop to explore the best ways to address cases and reports of gender-based violence in public transportation;

● Hosting a participatory workshop aimed at collecting input for the design of a conceptual pilot project to unify channels and reporting protocols.

03

Intersectional perspective of gender and race in managing the transport system

● Analyzing data on intersectionality in public transportation for the production of a corporate diagnosis;

● Identifying national best practices related to the inclusion of women, especially black women, in the transport sector;

● Hosting participatory workshops with strategic areas and groups in the municipal government, covering HR processes, recruitment protocols, identification of barriers, and opportunities for inclusion.

The main outputs of this project were:

- **Diagnostic report on gender-responsive mobility projects and their intersection with race;**

- **Content for the course *Gender and Race in Urban Mobility*, accompanied by recruitment, engagement, and monitoring strategies;**

- **Conceptual framework report and recommendations for a pilot unification strategy;**

- **Content for the course *Toward Safer Transport for Women*;**

- **Corporate diagnostic report on the inclusion of women, especially black women, in the transport sector;**

- **Report with a structured proposal to include more women, especially black women, in the management of the transport system, together with a communication strategy/proposal.**

The reports produced under this project include recommendations for the improvement of mobility infrastructure and for the planning of public transport systems. Furthermore, they aim to enhance initiatives, policies, and projects related to urban mobility from an intersectional gender and race perspective, in order to make them more crosscutting, effective, and efficient.

It should be noted that these discussions are not exhaustive. Indeed, they should provide elements for reflection and may serve as inspiration, guidance, and reference for the development of urban mobility services that are increasingly sensitive to and focused on the intersectionality between gender and race.

Planning needs to account not only for people of all genders, including people who are non-binary or transgender, but for a multiplicity of intersecting identities, like race, ethnicity, ability, income, age, and religion.

01.
Intersectional perspective of gender and race in planning the transport system

Transportation as it is today

In order to produce an urban mobility diagnostic from the perspective of gender and race, we used the databases of the 2017 *Search Origin Survey*, the 2017 *Household Budget Survey* (POF), and the *Surveillance System for Risk and Protective Factors for Chronic Diseases by Telephone Survey* (VIGITEL). For the diagnostic of the system operation from a gender perspective, we used the databases of the 2017 *Basic Municipal Information Survey* (MUNIC), the *Annual Social Information Report* (RAIS), the *IBGE Names Survey*, and the *Transparency Portal* (which include the names of all public servants). The databases utilized were the most current ones until the analysis made by the researchers. Diagnostic data on sexual and racial violence in public transportation were complemented through the Access to Information Law (LAI).

The results clearly indicated differences in the travel patterns of women (particularly black women), and their ability to access different parts of the city. Women use more public transportation and walk more, while men are the majority for individual transportation modes and cycling. Black women account for 36 percent of the female population of the city of São Paulo, but they are 43 percent among public transportation users, which suggests that, when crossing data on gender and race, black women use public transportation more often than white women.

Differences were also found in the jobs and roles played by women and men in operating and managing the system. When analyzing the operation of transport systems, we find that the jobs and roles performed by women and men are very unequally distributed. The baseline study[5] already pointed out that, in 2019, 92 percent of all board members at Metrô, CPTM, EMTU, SPTrans and CET were men. São Paulo data were consistent with the wider Brazilian reality in 2017: at national level, only 9 percent of those leading on municipal transport policies were women. This is also true at the operational level, where only 5 percent of the people employed as bus drivers are women.

5. SVAB, H. ; HARKOT, M. ; DOS SANTOS, B. Estudo de linha de base sobre gênero e transporte em São Paulo, Brasil: Iniciativas existentes para melhorar a mobilidade de mulheres. World Bank, Washington, DC, 2021.

Regarding the analysis of data on sexual and racial violence in the transport sector, it is clear that there is a need to standardize the terminology and reporting processes. Although São Paulo has the telephone number 156 - the City Hall's official channel for receiving complaints - this service is prioritized and provided by women, public transport companies need to establish a single complaint procedure with data in the same format. If data are not standardized and have different meanings for each company, it is much more difficult to develop evidence-based public policies.

In addition to the analysis of secondary data, several interviews with focal points were carried out to understand the perceptions of staff from different transportation agencies in the city and state of São Paulo on gender issues and their intersectionality with race, in addition to seeking contributions toward mapping the main stakeholders for discussions on gender, race, and mobility in São Paulo.

In general, awareness of income inequality permeates this field of knowledge, and is possibly the most recurrent perception among all. None of the respondents had specific professional training on social inequality, gender, or race. They also report that these issues have not yet been assimilated by all people who work in the field of mobility, and that social justice guidelines are not generally part of their daily work.

The most recurrent gender issues raised by the participants are the presence of women as the main users of transport systems, and violence against women. On the other hand, talking about gender and its intersectionality with race in mobility is, in fact, a new subject.

There are multiple challenges for the incorporation of a culture of planning and for the implementation of public policies focused on gender and its intersectionality with race, such as: the track-record and lack of diversity in the companies that manage transport systems, especially at the most senior levels with decision-making power; and the limitations found in these entities' organizational structures, with no specific areas to deal with the subject.

Respondents declared that intermunicipal exchanges are not part of their work routine, as there are no metropolitan governance structures. Governance challenges apply to the public sector as a whole, and initiatives on different fronts could be more effective if they were aligned.

In accordance with the respondants, in all companies, most staff are men, with little presence of women in leadership positions. Furthermore, there are

no specific intersectorial departments focused on social inequality, especially gender and race issues. However, respondents expressed confidence in the existence of opportunities for the wider inclusion of gender and its intersectionality with race in the planning and operation of public transport systems. Despite the challenges described above, this is possible as long as these issues are addressed as public policies.

After the stage of semistructured interviews, we carried out a virtual participatory workshop, which aimed to connect people who work on gender and race issues and the right to the city, and, in particular, to map the main challenges for the integration of this topic into public policies and the operation of transport systems.

This diagnostic based on data, interviews, and workshops revealed that:

● **For women, and especially black women, overcrowding and gender-based violence within the system are the most critical points. At the present time, in particular, transportation has been pointed out as a space for transmission of Covid-19;**

● **They cannot understand the ambivalent messages coming from the government: the same authorities who say "avoid overcrowded areas and practice social distancing" have reduced the number of buses, trains, and subway cars. How to ensure social distancing if they need to work, and when few can opt for remote working?**

● **In the group of grandmothers, violence is linked to robberies. Men no longer objectify them, and at least they got rid of that problem. Among women aged 20 to 45, the experience is different, and harassment is constant;**

● **Their experience on public transportation — from leaving home to reaching their final destination — boils down to one emotion: fear. They feel afraid while walking to a bus stop, waiting at a bus stop, riding a bus, and waiting for their second, third, fourth mode of transportation before they can finally reach their destination;**

● **There is also the perception that they are abandoned, helpless, and invisible to other passengers, to the authorities that should protect them, and to mobility policies.**

Based on these results, the course *Gender and Race in Urban Mobility* was developed under the *Public Transportation* module of the ITDP MobiliCAMPUS platform, and that material was made available to the city of São Paulo. The course was divided into three modules: ① Context of racism in Brazil and the concept of intersectionality; ② Territorial segregation within cities and the role of the PNMU in fighting inequalities; and ③ The use of data and evidence to fight gender and racial inequalities in mobility. The course also included the production of unpublished interviews to be used as complementary material.
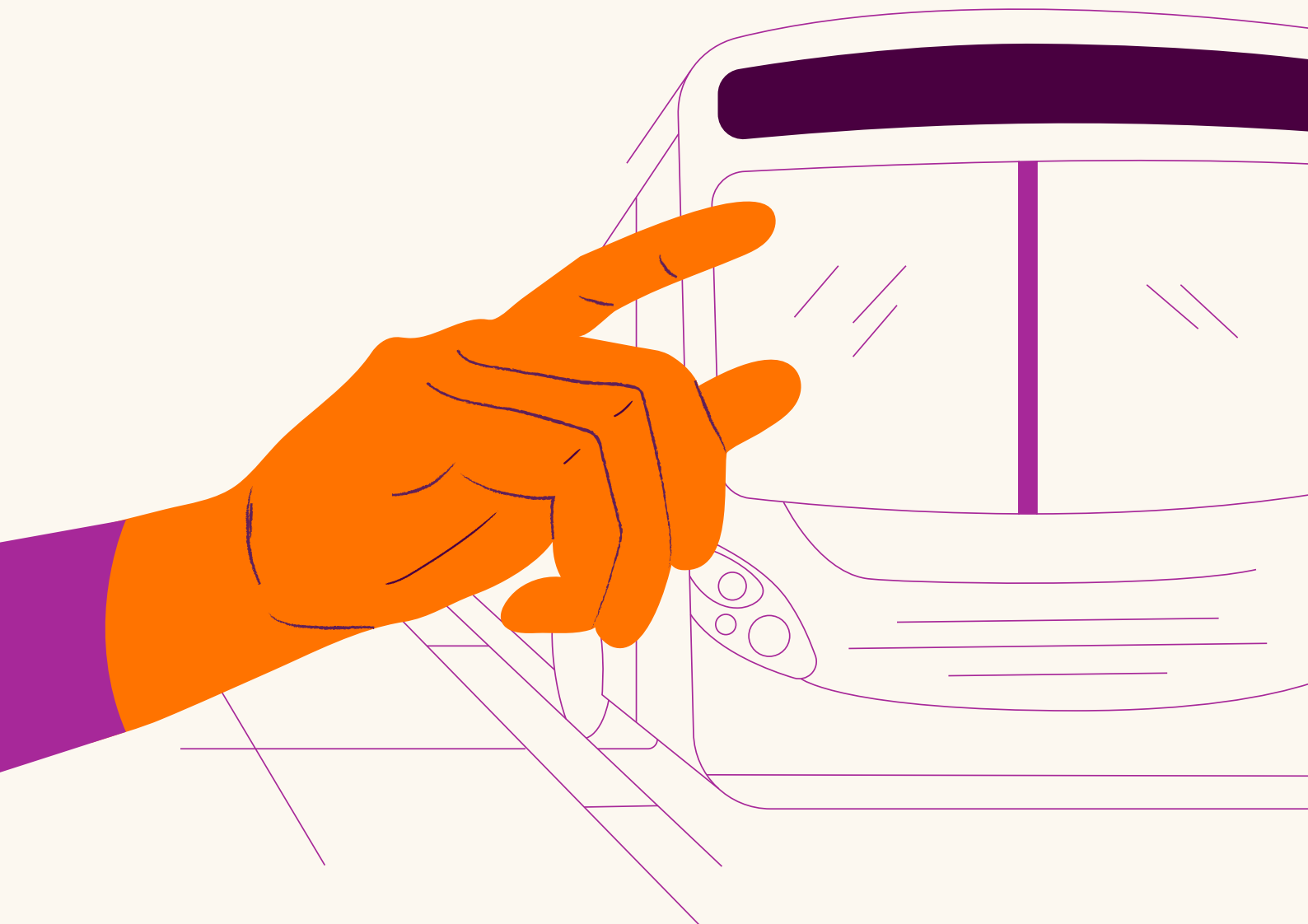
System opportunities

The diagnostic points out that transport planning must increasingly incorporate an intersectional perspective of gender and race, with a view to meeting PNMU objectives and the SDGs, especially with regard to social inclusion.

In addition, it is extremely important that research on urban mobility includes particularities of gender and race so that it may enable an even more accurate diagnostic of such perspectives, thus benefiting the construction of more efficient and evidence-based public policies, as determined by the state of São Paulo.

Regarding the operation of transport systems, one of the potential measures to increase gender equality in the sector would be to encourage a greater presence of women in public companies and utilities. The idea is not only to promote equality in terms of the number of employees, but also with regard to the roles they play. It is worth noting, for example, the importance of having more female bus drivers, collectors, and inspectors, since these are jobs that have direct contact with the public, as well as more women working in garages and tire repair shops, which are mostly male environments.

Finally, it is necessary to sensitize public officials in leadership positions. It is important to prioritize the recruitment for these positions differently in terms of gender and race. Above all, we need people who are sensitive to this issue, and who are actually willing to address it. Furthermore, it would be necessary to increase the presence of women in positions with decision-making power and in more technical roles in public companies and utilities, since a greater balance between gender and race in the teams will promote greater diversity in the proposals considering their different experiences and worldviews and the final result would benefit from this collaboration.

02.
Intersectional perspective of gender and race in operating the transport system

Women's challenges and immobility

Several aspects associated with gender-based transportation profiles reveal the difficulties faced by women in transit, especially black and poor women, who are doubly penalized for their vulnerability. Barriers to urban mobility for women in general — and black women in particular — are ways of reinforcing the social vulnerabilities and discrimination they already suffer. With that in mind, while public transport tenders and contracts may have the power to maintain discrepancies in the distribution and accessibility of public transportation, they also present an opportunity to intervene and influence the system, being more careful and attentive to the needs of women, especially black women.

In addition to the analysis of contracts, best practices were identified in Brazil in the fight against sexual violence in public transport. Workshops were also held with the participation of São Paulo city officials and other institutions, such as Metrô and CPTM, which culminated in the development of a conceptual strategy for a unified service protocol at the operational level of companies providing transport services (SPTrans, CPTM, and Metrô). This conceptual strategy proposes principles, guidelines, and objectives that aim to standardize how victims are treated and how sexual violence reports are addressed.

A survey on how municipalities have dealt with the issue of fighting gender violence in public transportation concluded that, although black women are the main victims of violence, there are no public policies that focus on the intersectionality of race and gender. After the typification of sexual harassment, some capitals (for example, Curitiba, São Paulo, Distrito Federal, Manaus, and Belo Horizonte) started to implement public policies to prevent and fight sexual violence. Most initiatives indicate the importance of training staff in the public transport sector to respond efficiently to complaints of violence against women. However, none of them highlights that having more women working in the transport sector is an important way to reduce and fight violence.

We must consider the development of policies, regulations, and norms that are responsive and that keep a focus on inequalities. Until we have a transport system that keeps these users in mind, we cannot say that mobility is an equitably distributed right. Operational and legal instruments that establish and regulate the performance of transport companies need to be explicit, formal, and objective in setting guidelines, procedures, and requirements that are sensitive and responsive to gender and race. There is an urgent need to plan and implement urban mobility guidelines that explicitly incorporate inclusion and accessibility in the daily operation and practices of transport companies and drivers.

In order for transport systems to broadly incorporate the needs of women and the black population, it will also be necessary to overcome the challenges imposed by the lack of data on gender and race in public transportation in Brazil. To this end, contracts also play an important role in building knowledge on the subject and advancing discussions, as long as they enable the collection and analysis of disaggregated data.

Furthermore, it is essential to feed public policies with more assertive and reliable information so that we can progress toward a more responsive and inclusive public transportation system. Therefore, it is essential to rethink the concession processes in order to incorporate the demands of our unequal and diverse society. More vulnerable users are still rarely mentioned. Consequently, practices, guidelines, and requirements specifically focused on meeting the needs and interests rely on voluntary actions by transport company managers.

Where improvement is possible

Providing gender-sensitive urban public transportation requires strategies that incorporate and implement agendas that are integrated into efforts aimed at gender equality and women's empowerment. In this regard, regulation may create barriers or offer opportunities to facilitate the transition toward inclusion and accessibility for women in urban areas. (IDEC, 2021; ITDP; Multiplicidade Mobilidade, 2020). These stimuli and the disruption of exclusionary practices need to be incorporated into broader governmental actions, such as government plans and public policies, in addition to regulatory and normative documents that govern the operations of cities' mobility systems (for example, tender documents and contracts).

Here are the main recommendations to ensure that the intersectionality between gender and race is considered in the day-to-day operation of the public transport system that passes through the city of São Paulo:

- **Establishing the regularity and scope of ongoing research on perceptions of comfort, capacity, respect for stops, waiting time, and system reliability, paying special attention to gender and race issues;**

- **Stipulating requirements for the size of fleets and the frequency of public transportation during periods other than peak hours. The routines and the use of transportation by women demand more attention to these moments. It is also important to ensure the availability and capillarity of transportation at night and during the early hours, when the feeling of insecurity is higher among women. It is possible to incorporate the evaluation of these items into the operational performance indicators already present in some of the contracts;**
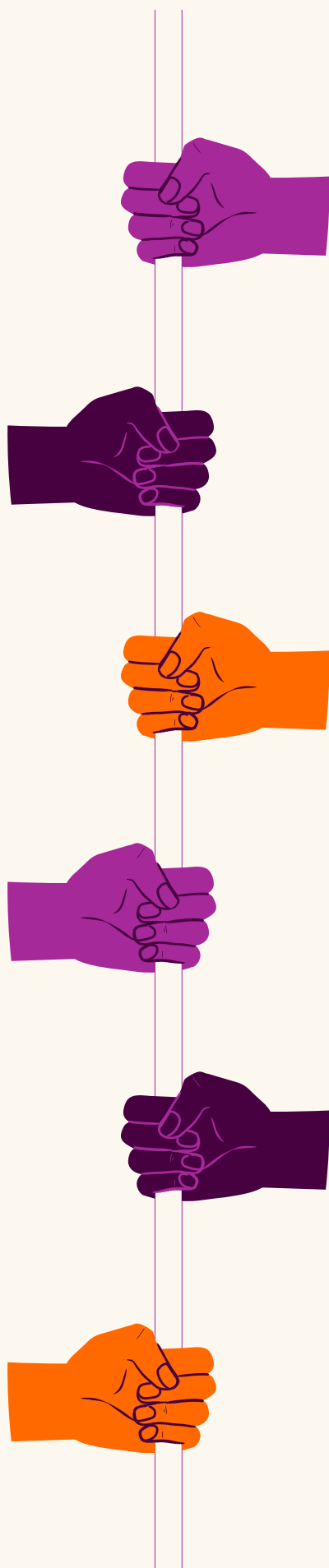
● Establishing bus fleet features that ensure comfort and greater universal accessibility, such as, for example, low-floor buses to facilitate boarding and alighting; preferential seats; and bus stops with minimum comfort requirements. These must also be accompanied by targets for the gradual upgrading of all vehicles;

● Determining the use of equipment for the monitoring and control of crimes and assaults against women, as well as devices for reporting and denouncing sexual harassment, discrimination, violence, and other crimes;

● Implementing training programs for drivers, fare collectors, and other public transportation staff to raise awareness and educate everyone on how to deal with cases of sexual harassment and violence against women;

● Determining the creation of communication channels and service centers for women, composed of multidisciplinary teams including female social workers, psychologists, and lawyers at stations and public transport terminals. These places are necessary as tools of care and support for women, especially in situations of sexual harassment and other types of violence;

● Establishing permanent and continuous campaigns against sexual harassment in public transportation, developed with the participation of organized civil society;

● Determining that georeferenced databases be reported and made available, including information on cases of violence and sexual harassment disaggregated by gender/race of the victim and type of violence, among others;

● Establishing the inclusion of women protection organizations (with a focus on black women) in the design and implementation of any changes in transport networks/lines and other decisions regarding the planning and structuring of public transport concessions and operations;

● Carrying out operational data collection and satisfaction surveys with users, including data disaggregated by gender,

race, class, age, mode of transportation, and time of day, and assessing aspects associated with users' perception of safety;

● Creating indicators that can help to monitor compliance with the objectives of reducing inequalities, promoting social inclusion, and expanding access to services offered by transport companies, possibly incorporated into the quality indicators defined in contracts. In addition to indicators and metrics, it is important to have teams dedicated to analyzing and monitoring data related to gender and race;

● As all requirements and indicators related to women's issues must include penalties and compliance mechanisms, it is important to mention specific events linked to women's needs in contractual clauses related to fines, penalties, and contingencies, as well as clarifying hierarchies for intervention and accountability; and

● Defining quantitative and progressive targets for gender and race parity at different organizational levels, possibly including a reward for companies that achieve their targets (as a bonus). Furthermore, it is important to have guidelines for stipulating procedures in cases of discrimination and violence against black people and women in the workplace.

Improving the operation of the transport system with regard to the intersectionality between gender and race is very important. On top of that, the issue of sexual violence in public transportation is complex, demands leadership and governance, and needs to be addressed with unequivocal guidance from all transport companies and other bodies directly or indirectly involved in the matter. For the development, implementation, and operation of a unified reporting protocol for public transportation in São Paulo, it will be essential to ensure gender and race parity at all stages. Likewise, it is essential to consider the perspective of gender and race intersectionality to ensure that the project may actually address the needs and interests of all women, especially those that are most vulnerable in Brazilian society, that is, black women.

Here are the main recommendations on the subject:

● Implementing a unified service protocol, that is, a set of procedures aiming to reduce sexual violence against

women and girls in public transportation by increasing and improving reporting. Over time, such protocol is expected to help reduce their feeling, apprehension, and fear of sexual harassment and rape; reduce gender and race inequality; and promote equal access to public transportation for women and girls, especially black women;

● Involving public bodies from different spheres, which can and should be part of addressing the problem. An important point is that the involvement of the most senior levels is critical for the success of any measure. Top management needs to encourage, support, and validate actions so that the objectives are achieved;

● Creating governance for a unified service protocol. Governance is, in fact, a pillar that needs to be debated among all stakeholders. Currently, we still need an agency (or a few agencies) to lead on that, since the problem of sexual violence in public transportation is complex and historical. This requires leaders that understand and consolidate existing processes, and only then may we achieve a unified protocol;

● Creating indicator systems at the strategic, tactical, and operational levels for the evaluation of a unified service protocol and evidence-based decision-making. The indicator system contemplates the standardization of data collection, the development of research, and the publication and transparency of data;

● Prototyping the unified service protocol. Building on the outputs of the *Transport and Women* project, the development team must design the project; define the technologies and data monitoring platforms to be used; and select and operationalize monitoring and evaluation indicators.

We believe that the implementation of a unified reporting protocol could make such changes possible and eventually lead to the creation of a unified channel. A data-based protocol may favor technology integration, since companies would work with standardized and compatible information. In addition, the learning acquired during this process will help to develop other governance aspects that still require attention.
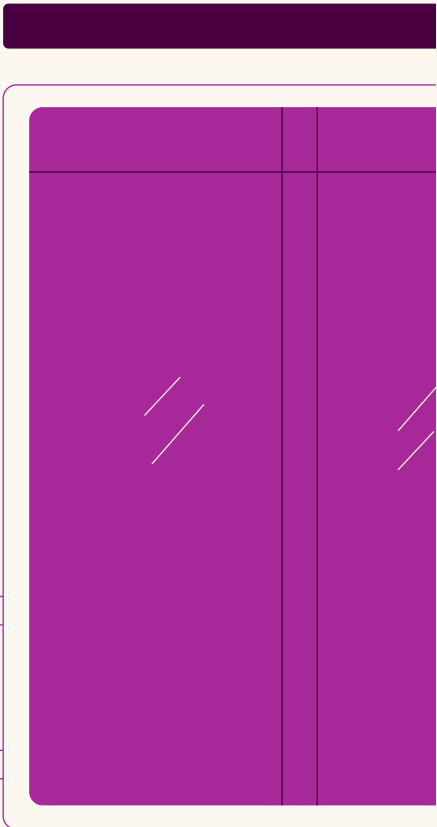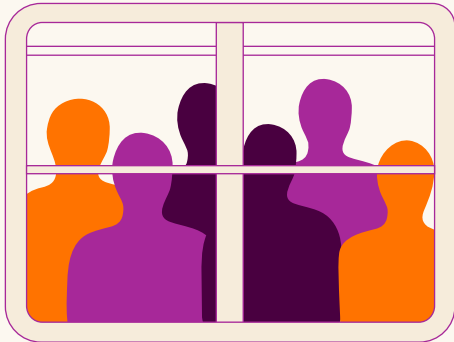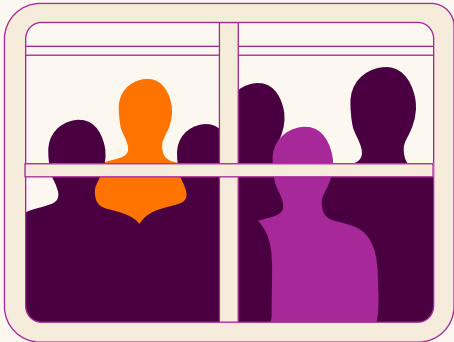
03.
Intersectional perspective of gender and race in managing the transport system

Male predominance

The corporate diagnostic considering the perspectives of gender and race confirms and highlights that the organizations responsible for planning, operating, and managing the mobility system are predominantly male and white, and do not show diversity in terms of gender and race, nor in relation to their intersectionality.

RAIS collects color/race data at a national level for all employment relationships. However, in most cases, there is a clear shortage of data. In the urban mobility sector, this lack of data is less prominent (5.5 percent in Brazil, and 2.4 percent in São Paulo), which further validates the analysis presented in this diagnosis.

The mobility sector differs greatly from the total number of employment relationships in the country regarding the employment of women, especially black women (much lower than the national average). Although women's education levels are higher than the general average in the transport sector, they are concentrated at the lowest salary bands, and, once again, this mainly affects black women. Over 70 percent of all women are 49 or younger; in the case of black women, 80 percent.

Considering the positions held by women in the transport sector, despite the fact that they are proportionally fewer in certain roles (bus drivers, for example, in which they are less than 2 percent) and account for only 14.2 percent of the total number of jobs in the sector, there is an over-representation in some areas, such as, for example, directors and leaders (23.6 percent), managers (27.8 percent), and fare collectors (27.5 percent).

During the first and second workshops on intersectionality in the transport sector, participants voiced concerns about and drew attention to some points that need to be addressed in their organizations. Building on material previously developed in research, discussions proposed by expert guests, activities carried out during the meetings, and the interactions that took place during the workshops, the group identified several challenges and opportunities, which

were organized into three axes:

- Recruitment and selection;

- Training and development; and

- Management, culture, and organizational strategy.

Having identified these axes, some recommendations were proposed for the daily operation of the companies involved in the process, as well as other companies in the urban mobility sector that might benefit from the idea.

Cultural change and inclusion initiatives

During our work, three workshops were held to enable interactions between experts in racial equity, racial diversity, gender, and communication with staff from transport companies. The goal was to promote reflections on issues related to race and gender in urban mobility. These workshops highlighted the importance of creating specific internal and external communication campaigns inside the transport companies that passes through the city of São Paulo, building on previous actions. The process would involve the development of a critical look for the production of messages and the choice of images: photos, iconography, etc. It would also require reflections on the message and on the need to avoid racist vocabulary, as was common until recently (terms such as "*mulata*", for example). Likewise, we considered images, photographs, illustrations, artistic concepts, the universe involving the campaign, the setting, the environment, the narrative, and the plot — in short, all communication elements. This would make it possible to reach an approach that, as a whole, both objectively and subjectively, would value the persona that constitutes our target audience.

The other workshops in the project also provoked reflections and explored, from the views of participants, what opportunities and challenges were available to transform the context of women, especially black women, in terms of their insertion, ascension, and employment in more strategic positions, with more decision-making power. The main challenges listed are related to changes in internal culture; data and awareness of the roles currently performed by women; and the absence of clear institutional parameters for recruitment, which can be resolved by creating diversity indicators, by type of employment and by position, in addition to talent banks with black people.

The following are the main recommendations to ensure that gender and race intersectionality is considered by public transport managers in São Paulo:

- Investment in training and development;

- Internal inclusion programs, and quotas for black women, mainly for roles culturally performed by men;

- Structuring processes that enable the identification of points of discrimination and the development of awareness-raising and affirmative actions;

- Extension of black women's recruitment guidelines to include third-party companies/suppliers;

- Contractual requirement to raise the awareness of senior leadership through the insertion of specific provisions in their contracts;

- Creation of committees to identify actions capable of changing policies not only to benefit black women, but to address gender issues in general;

- Training programs to help leadership understand the role of women in the work environment;

- Preparing women to take senior management positions;

- Expanding the debate on racial and gender equity to all bus companies.

In order to promote the inclusion of women, especially black women, in the corporate area, considering a quota system is essential to enable a quantitative balance in leadership positions. In fact, it is important to take a more careful look at these positions, which will sometimes require a development program aimed at the inclusion of women deprived of the opportunity to obtain certain skills. Such women can be encouraged to develop leadership skills and, thanks to that, they may eventually occupy leadership positions in their work environment.

In this regard, it is essential to adopt quotas for leadership positions, and

equally important to create and implement a program for the development of women leaders, based on a mapping of the main factors that prevent women from occupying such positions. The mapping may involve issues directed both at the management team, investigating which factors prevent women from being chosen for leadership positions; and to women themselves, who should indicate the aspects that, in their opinion, contribute to their being passed over in promotion processes. Once such information is collected, it can serve as input not only for the creation of a leadership development program, but also for leaders to rethink their performance.

Actions aimed at empowering women for leadership may contribute to the construction of databases of women, in general, and of black women, in particular, as suggested by the group. Some key points to be considered include the management of that database; when to use it; for what roles; and how to guarantee equal opportunities for everyone listed in the database. Therefore, we recommend, for the creation of such talent bank, that specific metrics be established; that the people or areas responsible for its management be selected; and that the database objectives and roles be clarified. This will allow the requesting areas and the people included in the database to have access to such information. It is essential that there is a transparent process to enable an understanding of the relevance of this talent bank for senior managers, as well as for the people

included in it.

One of the key challenges when an organization chooses to walk the path of equity and inclusion is to sensitize the entire team so that they embrace the cause and understand its importance. Such sensitization process must be initiated through actions directed at the top leadership, followed by the areas of leadership, management, supervision, and finally operations. In other words, it is important that all hierarchical levels are sensitized, as much as possible, following a top-down process to ensure that, in fact, leaders are involved in the development of such transformation process. To this end, it is essential to promote periodic opportunities for discussions, with a view to building strategies and sharing ideas. Awareness-raising should be designed to understand the impact of inequalities on society as a whole, on the organization, and on the lives of marginalized people. The focus of this work is the lack of opportunities for women, especially black women. Raising awareness of this reality is extremely important for the development of any solution or remedy. If a company is unable to conduct discussions using its own resources, it is worth considering hiring a specialized consultancy.

In addition to defining goals and metrics and highlighting the importance of monitoring, another factor that may contribute to the successful implementation of these targets would be to link them to bonuses for the teams that achieve them. However, our commitment to equity must always be the main goal, as evidenced by the quality of our actions.

When it comes to the inclusion of women, in general, and black women, in particular, it is important that, in addition to being able to display their potential, they also have access to professional development programs. Traditionally, many women are passed over in recruitment processes, or do/did not have an opportunity to develop the same skills and expertise as men (who have always had access to different positions and work environments that are still considered masculine today). Therefore, the creation of a training program is essential for the development of some skills. However, it is equally important to raise awareness and reflect on issues crystallized in collective imagination, such as, for example, the need for companies to value multitasking profiles so as to enable the hiring of women for positions of leadership (raised during the workshops). Such a statement reinforces exactly what must be fought. It is wrong to think that, in order to occupy a professional role exercised mostly and sometimes exclusively by men, a woman must do more than any man performing the same function. In this sense, we suggest, in the periodic actions to be carried out, deconstructing these limiting "boxes" in which women, and especially black women, are placed, not only considering the job market, but Brazilian society as a whole. It is important to constantly bring into the discussion issues related to moral and sexual harassment, labels associated with women in the labor market (such as the stigma that child care is their exclusive responsibility), restrictions on pregnancy, women's alleged intellectual inferiority, or the position in which they are placed as

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Final considerations

Urban mobility is a topic that involves integrated policy actions and projects dealing with public space and available modes of transportation. Ensuring more sensitive and adequate urban mobility for everyone means planning, executing, monitoring, and evaluating coordinated and crosscutting initiatives. This study aimed to identify, assess, and present recommendations that contribute to the awareness, training, and improvement of the transport sector in the city of São Paulo in order to reduce gender and racial inequalities in urban mobility.

The analyses and recommendations identified here are available in more detail in the full reports. They have been systematized under three dimensions of the transport sector: **planning, operation, and management.** Under **planning**, the focus was on the perceptions of users and stakeholders involved in the planning of public transportation in the city of São Paulo, with the objective of seeking a convergence of needs, desires, and obstacles faced by these users and the understanding of those involved in transport planning on a daily basis.

Under **operation**, we sought to discuss how to mitigate cases of gender and racial violence and harassment in public transportation. The proposed conceptual framework was based on the understanding that the current number of complaints is lower than the actual events, and that such complaints do not always lead to resolution and punishment. The proposal included recommendations for the design of a pilot project for a unified service protocol to address cases of sexual violence in public transportation in São Paulo.

Under **management**, a diagnostic provided input for a set of recommendations for the promotion of policies and measures to attract, recruit, retain, and promote more women — in particular black women — in the public transport sector in São Paulo. The transport sector continues to be predominantly male and white. In order to make changes that take into account women's desires and needs, we need to ensure that they are actively present in the teams responsible for service delivery.

The results of this extensive study confirm the importance of an intersectional analysis of public transportation by bus to identify its potential to promote or prevent the mobility of women, especially black women. In this context, this work is expected to have contributed to improving the understanding of all necessary elements, and to providing subsidies for the development of proposals that aim to enhance the service provided to these users of public transportation by bus.

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