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This publication is part of a series titled “Towards Inclusive Participation of Vulnerable Women and People with Disabilities in the Social and Economic Life”. The project was implemented by the West Asia-North Africa Institute (WANA) and supported by the IM Swedish Development Partner in the Middle East. The project sought to impart essential research skills and tools to twenty-four male and female trainees to enable them to advocate for issues of interest to marginalised women and persons with disabilities. It culminated with trainees drafting policy papers pertaining to social and economic issues facing these populations.

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1. Preface

Problems of public transportation and their impacts on the economic participation of Jordanian women have soared over the past few years. Meanwhile, few studies have addressed the reality of public transportation and its impact on the economic participation of women in comparison to the massive bulk of published research studies pertaining to public transportation generally.

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The outcomes presented in this paper are the result of analysing the data obtained through a focus group discussion that comprised of eight women workers who use public transportation to reach the workplace, women who abandoned employment, and women who refused work opportunities due to public transportation issues. Furthermore, in-depth interviews were conducted with a methodical sample of individuals from 11 official bodies and specialists, who were chosen based on their ongoing or previous relationship with public transportation, or for reasons pertaining to concerns relevant to women’s rights and the economy.

2. Executive Summary

Public transport is considered a fundamental pillar of the state and serves as a reflection of a its economic and cultural progress. Furthermore, the public transport and mobility are closely related to production, employment and income levels in the national economy. At the macroeconomic level, the value of transportation comprises of 6-12% of the Gross Domestic Product (GDP), which indicates that the development of the Jordanian transport sector is linked to the development of Jordan’s overall economic level. Despite this important connection, the public transportation sector suffers from a real depletion of its resources and its development requires substantive community solidarity and contribution.

Although the promotion of women’s economic role will contribute an estimated eight million JOD increase in GDP, there has been a decline in the female labour force participation rate in Amman. Accordingly, this paper presents a number of suggestions that seek to improve the public transport system in order to strengthen the role of approximately 32,600 unemployed women and

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1 The geography of transport systems third edition, Jean-Paul Rodrigue, page 227
2 Effects of gender inequality in employment and pay in Jordan, Lebanon and the Occupied Palestinian Territory: Three Questions Answered2016, Zafiris Tzannatos, page 18
3 A study (Sadaqah,2018) entitled: “A Perspective of Women Users of Public Transportation”, Sadaqa and Freditch Ebirt, retrieved on 24/06/2019
103,400 working women in Jordan’s capital, Amman.\(^5\) Furthermore, this policy paper aims to clearly express and address a group of Jordanian women’s concerns pertaining to public transport and its future, as well as its direct and indirect impact on their economic participation during the next two decades.

The public transport sector (represented by large and medium sized passenger buses, “Coaster busses” and “Minibus/Serfees (service)”) suffers from several challenges, such as dysfunctions in the structural, distribution and regulatory processes in the public transport system, and the private sector’s inadequate contributions to the promotion of investment in mass transit (public transport means for which specialised companies are responsible). The challenges have, directly and indirectly, affected the economic participation of women, resulting in women’s rejection of job opportunities or and abandonment of employment. Moreover, the tendency to stereotype women, and the lack of studies and research on the impact of the public transportation system on the economic participation of women have widely and negatively affected the economic participation of women. Consequently, the findings of this paper concluded the existence of a dynamic relationship between public transportation and the economic participation of women.

3. Overview

Countries are known to provide public transport to residents as a public service for the purpose of facilitating residents’ movement and economic and social well-being. This public service falls within the state’s scope of authority and budget, and is provided in accordance with international and universal laws. On the local level, however, the poor public transport services delivered to residents in Amman are the result of the various issues afflicting the Jordanian public transportation sector. This matter may be attributed to the tendency since the 1970s to direct governmental efforts towards the issues such as unemployment, job creation and education, while neglecting public transport. Although there have been some efforts and attempts to improve the public transport sector, they have failed due to reasons which will be discussed in later sections.

The Jordanian transport system has gone through four major stages, which are:

**Stage 1:** Formerly known as the Ministry of Communications, the Ministry of Transport was established in the beginning of 1965, and assumed its official status in 1971 upon the issuance of the Ministry of Transport Law No. (42). In accordance with Law No. 89, 2003, the Ministry pledged to develop the transport general policy and to supervise its implementation in coordination with the relevant entities, in addition to several other responsibilities.\(^6\)

**Stage 2:** In 1975, the governmental Public Transportation Corporation (PTC) was established to directly provide public transportation services within Amman and between Amman and neighbouring cities. However, this was disbanded in 2000 due to accumulated debts amounting to approximately fifteen million JOD for several reasons; the most important of which is that the

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government required PTC to offer a subsidy, but did not provide a sustainable framework to cover the deficit incurred by PTC.  

**Stage 3:** After PTC was disbanded, the management of public transportation in the country was transferred to the newly-established Public Transport Regulatory Commission (PTRC) whose role has been regulatory in nature, and does not include the operation of routes. In 2007, the regulation of public transportation routes within Amman was transferred from the PTRC to Greater Amman Municipality.

**Stage 4:** The “Land Transport Regulatory Commission Law” (LTRC) issued in 2010 stipulated the formation of a Land Transport Regulatory Commission enjoying a legal identity and financial and administrative independence. The LTRC law provided activities and powers relevant to all types of land transport in the Kingdom, hence facilitating the replacement of the Public Transport Regulatory Commission with the LTRC in accordance with the enacted law. The LTRC organises, monitors, and encourages investment in land transport. Furthermore, the Public Transport Directorate was created within the Greater Amman Municipality in line with the Passenger Transportation Law No. 19 of 2017. The title of the department later changed to Transportation and Traffic Management Directorate. The Human Resources Department defines and designates the tasks of the Directorate’s departments across the Kingdom.

Despite the urgency for the promotion of the economic participation of Jordanian women to accelerate the Jordanian economy’s growth, the figures issued by the Department of General Statistics depict a low rate of women’s economic participation. According to the fourth round of the Employment - Unemployment survey for 2018, the female labour force participation in Jordan was 15.2%, but alarmingly decreased during the third round of 2019 to reach 14.5%. Furthermore, public transportation problems are, in fact, considered one of the factors leading to low economic participation of women. It is vital to note the impact of challenges facing women in public transportation on the reduction their economic participation rate. 47% of Jordanian women decline work opportunities due to public transport problems, and 52% of working women believe that public transportation negatively affects the nature of the commute to and from their workplace. Jordanian women have also highlighted the fact that a considerable portion of their income goes to transportation fees. High transportation costs and low wages, given the difficult economic conditions, ultimately lead to their withdrawal from the labour market.
4. Challenges Facing Women in the Public Transport Sector

This paper concluded the presence of multiple challenges in the public transport system, resulting in the marginalisation of Jordanian women and stifling their economic participation. This conclusion was established based on analysing data extracted from experts, specialists, concerned bodies and focus group discussion.
Diagram (1): The Problems Tree

Impact of Public Transportation Problems on Women's Economic Participation in Amman

Women’s refusal of employment opportunities
Individual Ownership
Precarious efficiency of public transportation
Traffic jams
Prevalence of the “Grey Economy”
Lack of efficient routes and well-integrated public transport networks in some areas

Length of the commutes’ duration
Lack of information, leading to difficulty in problem definition
Absence of residents’ effective role in monitoring public transport
Feeling of unsafety causing women to abandon employment

Lack of research and studies pertaining to the impact of public transportation on women’s economic participation
Public transport challenges facing female commuters
Lack of Public awareness
Stereo typing women’s social roles
Lack of private sector involvement and inadequate promotion of investment in mass transit
Dysfunctions in structural, distribution and monitoring processes across public transport systems
5. Discussion of Problems and Outcomes

The challenges outlined in Diagram 1 above have hindered women’s social and economic advancement. The promotion of women’s economic participation requires addressing public transport issues to provide women with a safe, dependable and affordable public transportation system, inducing positive contributions to the enhancement of women’s economic empowerment and independence. Listed below are the most prominent challenges facing women in public transportation systems:

5.1. Dysfunctions in structural, distribution and monitoring processes across public transportation systems

The current state of public transportation in Jordan is perceived as chaotic and inefficient due to decades of incoherent practices governing the sector due to the short-term changes that take place at the expense of a long-term plan to improve public transport.

As a result of previous shortcomings, various problems have occurred in the form of poor bus-route distribution, inadequate control over unofficial public transportation means, and the prevalence of a “gray economy”. The gray economy in public transportation is defined by unofficial and unregulated alternatives to transportation that answer the needs of the public due to the absence of adequate public transport services. The borders of a “gray economy” surpass those of formal economies because it is neither taxed nor monitored by the government.

There are other structural factors contributing to the inadequacy of the public transport sector in the kingdom, including the lack of organisation between private and public vehicles, which contributes to the severity of traffic issues. There is an absence of facilities in many bus stations, such as sanitary facilities and designated waiting areas. Furthermore, there is fluctuating efficiency in providing public transportation service such as a lack of public transport service in the evening and during holidays in most areas of the capital. These factors continue to pose a problem due to the absence of administrative units specialised in quality management and impact measurement in the Ministry of Transport.

5.2. Lack of private sector involvement and inadequate promotion of investment in mass transit (public transportation for which specialised companies are responsible)

The research found that public transport buses are often owned by individuals, which complicates the process of managing or improving the performance of a large number of buses. The main reason for this is that standing tax laws encourage individual ownership of buses through tax exemptions and more incentives for individual operators. This excludes investors from contributing to the public transport sector and makes the opportunity for a single, competent authority responsible for the efficiency of transportation very unlikely.
5.3. The declining demand for means of public transportation

The comprehensive study of transport and traffic launched by the Greater Amman Municipality noted the low percentage of daily trips via public transport (9%) compared to the total number of trips in Amman. This indicates that 13-14% of Amman’s population uses public transport for their daily trips. Collectively, these statistics highlight the necessity for efforts to provide adequate public transportation for all Jordanian residents; the public’s declining demand is evidence of inhabitants’ discomfort and distrust in public transport services. Furthermore, the state of public transportation services encourages many residents to resort to loans to purchasing private vehicles to meet their mobility needs, in addition to averting from the inconvenience of public transportation services.

5.4. The Lack of public awareness towards the vitality of advancing public transportation compounded by poor culture of complaint

The lack of public awareness towards the importance of public transport systems is a result of residents’ lack of exposure to public transport advancement attempts in neighbouring countries. Therefore, residents have become accustomed to poor service provision in the public transport system, which resulted in inadequate complaint mechanisms to address abuse or exposure to problems when using public transportation. This issue persists despite the availability of an electronic complaints system provided by the LTRC for the purpose maintaining communication channels with residents and users of land transport means. Upon the LTRC’s receipt, complaints are referred to the relevant authority to be resolved. Despite the many problems, in 2013 the LTRC only received a total of 13 complaints through its electronic system. Furthermore, a lack of awareness is clear in the Transportation Code of Ethics pertaining to bus travel, which was issued in January 2019, in addition to poor public awareness of public transport tax exemptions, and the absence of populations’ active role in the oversight of public transport.

5.5. Stereotyping women’s socioeconomic role in the community

Women are often portrayed as a secondary component in relation to economic participation, which has resulted in the complete disregard of women as an integral component of national strategies. Furthermore, women's empowerment frameworks are often minimal. The requirements of women empowerment extend beyond suitable transportation system. The achievement of effective women empowerment relies on various interrelated factors, both material and moral, in addition to providing women with jobs that are corresponding to their experience and skills.

While employment opportunities for women in the labour market play an integral role in their empowerment, there seems to be a dividend line separating women’s jobs from men’s jobs. Employment opportunities specifically assigned to women are centred around education and

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health sectors, while reserving the dominance of managerial and leadership positions for men. This inequitable division stems from the faulty assumption that women lack the experience and competence required for undertaking such leadership roles.\textsuperscript{14}

5.6. The challenges women encounter while using public transportation means

Public transportation issues are one of the various factors prompting women’s reluctance to participate in the Jordanian labour market or leave and refuse employment opportunities. The length of the commute due to long-waiting times at bus stations is a prominent challenge for women, as female commuters are forced to use more than one means of transportation to arrive at the desired destination. Furthermore, female commuters suffer from the invasion of personal space, the overloading of passengers and the preference of male commuters over females to fit a larger number of passengers. Moreover, female commuters are exposed to physical harassment and abuse, in addition to verbal harassment resulting from arguments between drivers, passengers or “bus-controllers”, ultimately hindering the women’s use of public transport affecting their economic participation. Therefore, female commuters prefer using other means of transportation such as Uber and Careem, despite their higher cost.

The elevated cost is one of the prominent challenges hindering the transportation sector. According to the Survey of Household Expenditures and Income for the year 2017/2018 issued by the Department of Statistics, the average annual spending on transportation of families in Amman is approximately 16.4\% of the total expenditures,\textsuperscript{15} and spending on transportation falls after housing, water, electricity and gas expenditures.

5.7. The lack of research and studies pertaining to the impact of public transportation systems on women’s economic participation

Approximately thirty-five thousand means of public transportation are available in Jordan (medium and small-sized buses and taxis) according the first quarter of March 2019 performance indicators issued by the LTRC. This includes fifteen thousand vehicles operating within the borders of the Greater Amman Municipality.\textsuperscript{16} Despite the enormous number of public transportation means, there is a scarcity of research and studies on women’s socioeconomic role in pertinence to public transportation in Amman. This scarcity stems from the inability to attain accurate information and details on the status of the Jordanian public transportation sector and its impact on the economic participation of women due to the conflicting figures and statistics issued by the different public institutions concerned. Furthermore, the number of public institutions concerned with the public transport sector has raised a series of questions regarding the validity of such institutions and the inability to define the extent of power and jurisdiction of each institution.

\textsuperscript{14} Department of Statistics: The report of Jordanian women in statistical form on the occasion of International Women’s Day, link: https://bit.ly/2CgOWbq


6. Options and alternatives

Using the World Health Organisation’s Gender Assessment Tool as a reference, this paper developed recommendations to improve public transportation and address issues facing women. The alternatives were devised following these components: investment in the public transport sector, organisation, operation, awareness, development and training, for the aim of promoting women's economic participation by contributing to the advancement of public transportation systems. The alternatives include the following:

6.1. Policies that increase the level of public transportation services provided and ensure the equity of their distribution

- Objective: Improving the level of operation, institutional performance, and regulation of public transportation, in addition to increasing government revenue on the basis of a gender-responsive budget.
- Programmes:
  - Ensuring the capacity of public finance officials to implement a gender-responsive budget, in addition to evaluating the effects of implementing gender-responsive budgets on the expenditures of the Ministry of Transport and the Greater Amman Municipality. Furthermore, there is a pressing need to establish an effective partnership between the Ministry of Finance, the Greater Amman Municipality and the Ministry of Transport for the purpose of conducting a budget-review from a gender-sensitive perspective. This step is essential for implementing gender mainstreaming at all stages of designing policy, programmes and projects, in addition to building employee-capacity to accommodate gender mainstreaming in upcoming legislation, decisions and programmes.
  - Giving priority to the public transportation sector, which can be achieved through focusing on problems related to standards, regulation and performance. Furthermore, a clause must be set in the regulations obliging all drivers to obtain a “Public Driver’s Certificate of Competence” as a requirement to renew or obtain licenses for their vehicles. Similarly, there is a pressing need for continuous feedback from the General Syndicate for Public Car Owners, taxi offices, internal travel and driving centres on any newly passed decisions.
  - Designating quality standards emanating from international standards to enhance public transport services and develop license granting controls.
  - Establishing a clause in the regulation obligating public transport service providers to abide by the quality standards of the services they provide to passengers, in addition to correlating levels of government support to service providers with the level of quality of service delivered.
  - Legislating a fund to support transportation in Amman, provided that the fund is managed by the Greater Amman Municipality and monitored by Transport Committee in the House of Representatives. Furthermore, effective fundraising events for this fund must be held through international organisations specialising
in public transport based on freedom of movement as a human right and an integral part of human security.

- Activating and improving existing monitoring systems, in addition to involving populations in the supervisory process.
- Developing a Customer Relationship Management (CRM) system in the Greater Amman Municipality in which trained women are in charge of receiving complaints.
- Signing agreements to exchange experiences with countries that have valuable experience in the field of enhancing public transport sectors, such as Turkey.

### 6.2. Policies for the purpose of individual ownership management

- **Objective:** Managing individual ownership and reducing inconsistencies in public transportation systems.
- **Programmes:**
  - Regulating the work of individual owners by activating and monitoring the provisions of the Passenger Transport Law 2017, Article 13 pertaining to the integration of individual owners under collective partnerships for the purpose of providing passengers with an adequate transport service. Furthermore, control procedures and a scheduled plan must be set for the implementation of Passenger Transport Law provisions on individual ownership.
  - Signing service exchange agreements with companies that were established through the merger of individual owners. There is a need for establishing clear regulations to manage the work of individual owners' companies.
  - Setting explicit quality standards by which public transport operators must abide by, in addition to closely monitoring the quality of services and penalising violators through ceasing renewal or banning the attainment of licenses prior to meeting quality standards.
  - Granting adequate financial incentives to owners to encourage integration into companies, in addition to correlating incentives to the level of owners' performance.

### 6.3. Policies for technology integration in the public transportation sector

- **Objective:** Employ digital intelligence in public transportation management and control.
- **Programmes:**
  - Enforcing the laws for collecting public transport fares in medium passenger cars and buses and its amendments for the year 2003.
  - Obligating all public transport vehicles to install “tachographs”, and prohibiting license renewal or attainment for any public transportation vehicle lacking the device. Furthermore, the devices must be monitored periodically or digitally linked via a smart government application.
  - Generate “barcode” installment in all buses and designing a smart application for public transport owned by the private sector with the support of the government. The smart application contains a “barcode” scanner that enables attaining
information regarding the mean of transportation, its path, the name of its driver and its fare, in addition to providing the ability to submit observations and complaints.

- Establishing a database for the transport sector to ensure transparency, whereas the database must contain all statistics pertaining to public transport to ensure data and information retention and knowledge transfer. The purpose of the database is to facilitate future planning for additional improvement processes, which increases the opportunity to obtain external funding in the public transport sector.

6.4. Policies designated for the creation on an investment environment suitable for attracting capital and encouraging domestic investment

- Objective: Promoting the role of mass transit companies (public transportation for which specialised companies are responsible).
- Programmes:
  - Setting incentives to encourage investment in the public transport sector, especially mass transit. This can be achieved through offering customs exemptions, in addition to reviewing existing investment promotion laws, such as the public transport trade-in provision.
  - Providing residents with a clear and understandable mechanism for supporting public transportation.
  - Monitoring and evaluating all transportation related issues equally including legal, economic, financial and organisational components.
  - Establishing an effective partnership with the Ministry of Finance/General Budget Department to implement a financial policy compatible with the requirements of the new sustainable economic development, in addition to improving public transport services, especially pertaining to upcoming exemption opportunities for the purpose of enhancing the public transport sector.
  - Establishing regulations obliging employers to pay part of the employee’s transportation costs/transportation allowance, in accordance with a system specifically set for this purpose.
  - Conducting a case study on the failure of the Comprehensive Multiple Transportation Company, in the aims of utilising the company’s failure in bettering the management of public transportation in Jordan.

6.5. Policies to facilitate the transition to decentralised decision-making in the public transport sector

- Objective: Centralised management and supervision, and de-centralised decision-making.
- Programmes:
  - Distributing functions between governorate councils and local municipalities.
  - Designating the Ministry of Transport as the sole responsible body for coordinating transportation institutions and monitoring implementation.
o Re-visiting the institutional and legislative framework for the transport sector. Undertaking this step guarantees the prevention of task-overlap between authorities, the private sector and regulatory bodies, thus formulating a clear structure for the role of each concerned party, to the point where the ministry upholds a supervisory role, and delegates its executive role to the remaining regulatory institutions and the private sector.

o Re-visiting the organisational structures of the transportation sector’s regulatory institutions, including the Greater Amman Municipality and the ITRC to build capacity of the institutions to direct public transportation efficiently and effectively.

6.6. Analysis of Alternatives

This policy paper aims to improve public transportation system in order to increase women economic participation. And for this, it is necessary to take into consideration the standard scale of this paper. As the importance of the time period required to achieve our vision constitutes 25%, the importance of the policy ability to be applied constitutes 35%, as for the importance of the financial cost it constitutes 40%. Accordingly, the analysis set out as the following:

<table>
<thead>
<tr>
<th>Alternative</th>
<th>Time-period</th>
<th>Applicability</th>
<th>Financial cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policies for the purpose of elevating the level of provided public transport services and ensuring the equity of their distribution</td>
<td>%10 = %40 × %25</td>
<td>%21 = %60 × %35</td>
<td>%32 = %80 × %40</td>
</tr>
<tr>
<td>Policies for individual ownership management</td>
<td>%12.5 = %50 × %25</td>
<td>%21 = %60 × %35</td>
<td>%28 = %70 × %40</td>
</tr>
<tr>
<td>Policies for technology integration in the public transport sector</td>
<td>%8.75 = %35 × %25</td>
<td>%24.5 = %70 × %35</td>
<td>%20 = %50 × %40</td>
</tr>
<tr>
<td>Policies designed for the creation of an investment environment suitable for attracting capital and encouraging domestic investment</td>
<td>%15 = %60 × %25</td>
<td>%17.5 = %50 × %35</td>
<td>%24 = %60 × %40</td>
</tr>
</tbody>
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<table>
<thead>
<tr>
<th>Policies to facilitate the transition to decentralized decision-making in the public transportation sector</th>
<th>$%10 = %40 \times %25$</th>
<th>$%14 = %40 \times %35$</th>
<th>$%16 = %40 \times %40$</th>
<th>$%40$</th>
</tr>
</thead>
</table>

The alternatives we are suggesting in this paper are:

- Adopting general policies in order to enhance the provided public transportation services and ensuring equity of its distribution.
- Adopting general policies that aim to manage individual ownership.

If the appropriate authorities put in all of their efforts to do so, it will be reflected greatly on the performance of public transportation system. Therefore, it will contribute to encouraging women’s re-entrance into labour market and increase their economic participation. Which will, as a result, be reflected on the gross domestic product in Jordan.
7. Annex

In addition to the previously mentioned references, this paper is based on a series of interviews with officials and specialists in the fields of public transportation and women’s affairs. Below is a list of interviewed officials and specialists (in keeping due respect to their respective titles):

– Lina Shabib, former Transport Minister and advisor to the Greater Amman Municipality on “Al-Baas Al-Saree” Project.
– Naim Hassan, Secretary General of the Ministry of Transport.
– Aya Al-Hazaymeh, employee of the Transportation Studies and Research Department at the Ministry of Transport.
– Salma Al-Nims, Secretary General of the Jordanian National Commission for Women.
– Rana Ali, project coordinator, Sadaqa Friendly Working Environment for Women.
– Sherihan Abu Haswa, Head of Transportation Studies and Research at the Ministry of Transport.
– Muhammad al-Akhras, employee of the Transportation Studies and Research Department at the Ministry of Transport.
– Sahar Aloul, a founding member of Sadaqa Friendly Working Environment for Women.
– Mai Mansour, Project Coordinator, Sadaqa Friendly Working Environment for Women.
– Ali Assaf, an economist, Center for Strategic Studies at Jordan University.
– Wissam Al-Tahtamoni, Director of the Studies Directorate in the Land Transport Regulatory Commission.

Finally, we emphasise that the information presented in this policy paper does not necessarily express the views of the above-listed interviewees. The contents of this paper rather represent the research team’s positions and conclusions resulting from analysing the experiences and information provided by the interviewees in pertinence to the reality of public transportation in Jordan. Furthermore, this paper presents the information concluded from the analysis of outputs and results extracted from focus group discussions with women who have suffered the impact of public transportation on their daily lives, in addition to the desk research conducted by the research team.