COVID-19, activity and mobility patterns in Bogotá. Are we ready for a '15-

2 minute city'?

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Abstract

Social distancing and economic lockdown measures implemented in Global North countries have been mimicked in the Global South to contain the spread of COVID-19. However, the consequences of such measures on activity and mobility patterns among social groups in Global South cities remain unclear. This paper seeks to provide reliable evidence from changes in behaviors across income groups at the urban scale. We report a detailed analysis from a web-based survey to understand the effects of the early and complete lockdown adopted to contain the COVID-19 spread on activity and travel patterns in Bogotá. We also performed a geographical proximity analysis of non-work services and facilities located around surveyed households to challenge the rhetoric about the '15-minute' city. We found that low-income people are more socially exposed to contagion being forced to go out to find their daily sustenance and having adverse economic and travel effects than other income groups. However, even though Bogotá is not so far from meeting the goal of 15

- minutes proximity, particularly for non-work-related activities, we found marked inequalities among income groups regarding access to essential services in proximity. The paper's findings serve as a reminder that travel behavior and accessibility are not the remits of only urban transport planning and that land-use and urban planning play a determining role in redressing social and spatial inequalities in a city.
- 33 Keywords: COVID-19; travel patterns; activity location; 15-minute city; Bogotá.

1. Introduction

The global outbreak of the coronavirus COVID-19 has brought cities to a standstill in a matter of months, imposing social distancing using isolation measures enforced by national and local governments worldwide. Such measures have produced meaningful changes in the world's urban population's daily activity and mobility patterns, causing differentiated and frequently regressive effects, particularly in Global South cities. Social distancing and measures to control local outbreaks are likely to deepen already large social gaps between the poor and the rest of society in contexts dealing with acute poverty, lack of basic connectivity to material and digital infrastructures, and limited access to formal livelihoods, social security and safety nets (Renahy et al., 2018; Roelfs et al., 2011). Under such conditions, it is not surprising that pandemic-related isolation force, a large share of low-income citizens to engage in physical travel and exposure to contagion to maintain their livelihoods and access to essential goods and services.

The international literature about the social and transport equality effects of the pandemic has evolved rapidly, with an accent on Global North realities and those contexts where the spread of the virus took place earlier (Cash and Patel, 2020; Sohrabi et al., 2020; Tsai and Wilson, 2020). Among such recent literature, a relevant area for research has been the observed changes in lifestyle behaviors in response to the pandemic and its associated measures (Balanzá–Martínez et al., 2020). Many authors point to behavioral and social sciences' role in addressing such changes to inform decisions in the short and medium term (van Bavel et al., 2020). In this line, this paper recognizes that structural-demographic, social, and economic differences set apart the challenges for understanding the effects of the current crisis on behaviors in cities in the Global South compared to their Global North

counterparts. Spatial, functional and social characteristics typical of cities in Latin America (Jauregui-Fung et al., 2019; Roberts et al., 2017) are likely to entail marked inequalities in the social costs and benefits of isolation measures and social distancing. In the lowest-income segment of the population, food insecurity and unemployment are suggested as significant concerns in the face of restricted mobility and the incapacity to adapt to remote working (Power et al., 2020; Roelfs et al., 2011).

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Social distancing measures implemented in China, North America and Europe have been mimicked in Global South cities responding to a rapidly evolving local crisis. However, in countries without a robust social protection infrastructure, efforts to provide access to food, protection of livelihoods, and social assistance to vulnerable populations pose a challenge to already stretched public human and financial resources. With COVID-19's nearubiquitous presence across the globe, the consequences of social distancing and economic shutdowns for the urban poor and socially vulnerable groups remain unclear (Barnett-Howell and Mobarak Mushfig, 2020). Available evidence suggests that social distancing benefits are likely to be more limited and unequally distributed in low- and medium-income countries. Moreover, the costs of economic shutdowns will pose challenges for precarious employment and informal economies, as suggested by initial international reports (ILO, 2020). On the other hand, overcrowding in public transport systems has been pointed at as a high-risk factor in spreading COVID-19 (Sohrabi et al., 2020; Yang et al., 2020), with many public transport authorities suspending or restricting services across the globe. Nevertheless, no evidence was found of an additional effect of public transport closure when the physical distancing measures were in place (Islam et al., 2020).

In Latin America, one of the unequal regions on the planet, labor informality of 53% implies that nearly 140 million workers are in precarious employment (Salazar-Xirinachs and Chacaltana, 2018). Many of these citizens do not have access to sick leave or unemployment benefits and face inadequate healthcare system access. Such conditions are no different in Colombia. In Bogotá, a highly segregated city responsible for 32% of the country's GDP, nearly half of the labor market operates in the informal economy (42%) (Guzman et al., 2017a).

Moreover, individuals faced isolation from family and friends and mental and physical health problems. Even during this third and four epidemic peak, extending this policy seems challenging even in the short term, rendering expectations of the situation lasting until the widespread application of a vaccine unfeasible. Moreover, local press and anecdotal evidence reflect large gaps between rich and poor in the city, sparking renewed debates about how urban environments should be adapted to coexist with public health emergencies.

This paper seeks to provide reliable evidence from changes in behaviors across different income groups at the urban scale during April and May 2020, caused by the mandatory lockdown policies issued in Bogotá. We report an analysis of the COVID-19 effects on activity and travel patterns resulting from a web-based survey distributed through social media and other digital channels to capture geo-located quantitative and qualitative information about individuals and their households. Seeking to reflect more structurally about the changes brought up by the pandemic, our paper develops a spatial analysis that questions whether the urban structure of a city such as Bogotá is ready to accommodate the needs for local access and reduced mass mobility suggested by earlier publications (Musselwhite et al., 2020) and which in the practice of urban transport policy and planning

has been informally addressed as the "15-minutes city". Such vision of the city has as its primary objective to provide access to essential opportunities within a walkable distance around households, ensuring sustainable mobility and development.

2. Background

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The social consequences of high rates of informal and often precarious employment in cities in the Global South are compounded by high population densities and rapid urbanization rates. Such consequences are particularly relevant for Latin American cities, where around 80% of the inhabitants in the region living in urban areas (Roberts et al., 2017). Socioeconomic geographies in these cities are marked by spatial segregation driven by differences in income, class and ethnicity, which also correlates with inequalities in access to housing, infrastructure and local amenities. Almost a quarter of the population lives in dense informal settlements (Inostroza, 2017). Moreover, the spatial concentration of economic activities and the land value in a handful, often central areas coupled with demographic increases contribute to the increase of the low-income population in the urban peripheries. Overall, the urban structure of cities in Latin America leads to disproportionately high travel times for a population that relies mostly on active modes and public transport (68% see Estupiñan et al., 2018). The Colombian National Government imposed a complete lockdown of population centers from March 20, 2020, reducing all travel except for healthcare and other key workers. Despite the lack of local evidence supporting such policies. Colombian national authorities issued a decree on April 15, 2020, limiting public transport supply by reducing operating fleets and capping occupation of public transport vehicles at 35%. From September 2020

the limitation will be 50%. This decision negatively affects mostly the low-income segment of the population by lengthening their travel times due to the decrease in frequencies while increasing congestion and social tensions in and around bus stops across the country (Arellana et al., 2020). Despite the good intentions of the policy, perverse incentives encouraging the use of private transport in the medium and long-terms are likely to ensue. Notably, the promotion of the use of private motorcycles with its associated negative externalities, which has been experienced in recent years in Colombia (Guzman et al., 2020b) in correlation with observable decreases in public transport quality and availability in some parts of the country (Hagen et al., 2016; Kopp, 2011) is worrying.

In addition to this, the rapid advance of climate change and the risk of contagion creates the essential need to modify mobility habits in cities (Bashir et al., 2020; Nordbakke and Olsen, 2019; van Wee et al., 2019), as well as long-term transformations in the distribution of urban land (Carter, 2018). It is time to consider urban transport, in all its dimensions, as an issue of justice not only in urban areas. Lower-income populations often maintain strong ties with home regions (Wilkinson et al., 2020). Thus, the mobility patterns, including urban-peri-urban-rural relationships, promotion of local agriculture, and limiting the expansion of cities must be considered to provide significant urban planning improvement. Urban space redistribution should be considered a facilitator of access for different transport modes, including the more sustainable forms of transport that would support social distancing and biosecurity protocols efforts.

Sustainable development concerns have highlighted the importance of diversity in the distribution of land-use and the proximity of different urban amenities to residential areas in urban development agendas. This proximity concept improves the urban environment and

increases accessibility (Banister, 2008), and it is more related to personal activities than business ones (Marquet and Miralles-Guasch, 2015). The disruptions posed by COVID-19 in the short and medium-term can serve as an opportunity to challenge and redefine urban development trajectories and the spatial distribution of land-use and transport in our cities (Banister and Hickman, 2013). Caprotti et al., (2017) argued that the definition of urban trajectories involves social and political consensus on the type of city that societies need, which involves a complex negotiation of relationships of power, resources and regulations.

In this vein, in cases such as Bogotá, population densities and limited availability of public space and sufficient infrastructure for non-motorized travel challenge maintaining a minimum physical distance to reduce contagion between people, despite recent progress in the provision of pavements and cycle lanes. Around 42.7% of daily trips are made by walking or bicycle, and 20.5% by car, motorcycle, or taxi. For the first two transport modes, the available street space is 37.8%, while for the second set, it is 55.8%. Therefore, the vision for a '15 minute' city risks remaining in the local policy and academic rhetoric if it is not accompanied by policies that address the high levels of socio-spatial segregation and inequalities that the pre-COVID-19 patterns of development have consolidated. Examining if the city is prepared to offer its residents a proximity city with fewer daily hours of transport enables access to essential goods, services and opportunities for well-being, become a relevant priority for research and practice.

The following sections illustrate such need through the localized analysis of a national survey for Colombia in Bogotá, where the inequitable economic impact of complete lockdowns on low-income residents is paramount. We highlight the importance of walkable

built environments and the neighborhood's livability and diversity to return the city to the people.

3. The vulnerability in Bogotá

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Population estimates for Bogotá place it at about 7.42 million inhabitants in 2018, with an urban area of approximately 380 km². Bogotá is a compact and very dense city with high degrees of socio-spatial segregation (Guzman and Bocarejo, 2017), high levels of public transport use and walking (63.7%), low rates of car ownership (148/1,000 inhabitants), and high congestion levels (Guzman et al., 2020a). Daily work-related trips are about 32%. Study-related trips are mostly made by walking with 31.2%. Discounting the 'return home' trips, around 68% of daily trips have different purposes. In this respect, walking is also the primary mode for trips related to physical, social, and shopping activities. For trips up to 2 km, walking is the most used transport mode (Guzman et al., 2020c). Trips which purpose is health care are made mostly by public transport. In Bogotá (as well in Colombia), residential land is classified according to official household socioeconomic strata (SES), which classifies households in six categories. SES one corresponds to households with less quality and SES six to the best conditions. In Bogotá, SES is considered an acceptable proxy variable for household income (Cantillo-García et al., 2019). This classification by SES has encouraged spatial segregation in the city and has made visible the invisible. The SES one and two are linked with poverty (i.e. low-income), three and four with medium-income groups, while five and six with the wealthy population. Also, the spatial distribution of activities, such as residence and job location in Bogotá causes an unbalanced territory (see Figure 1), which causes inequality, particularly in lowerincome populations due to more prolonged and expensive trips (Guzman et al., 2017b). Moreover, social and spatial segregation across the Bogotá region has led to marked imbalances in public infrastructure investment and fragmented patterns of urban development between central and urban peripheries, creating a self-reinforcing cycle of exclusion and marginality of the lowest income populations (Oviedo and Dávila, 2016).

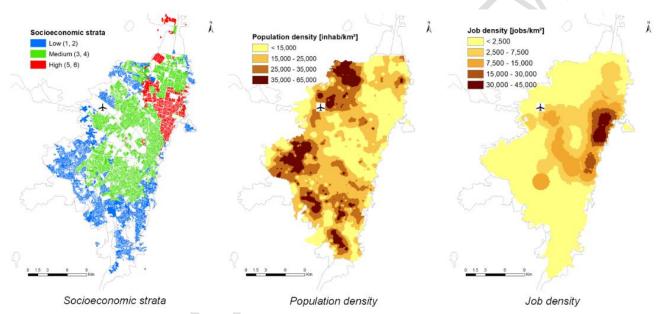


Figure 1. SES distribution and activity locations (residence and work)

Bogotá's social and economic structure encourages a higher risk of contagion among the low-income population. Poverty and inequality play decisive roles in spreading the pandemic and the vulnerability to its effects (Ahmed et al., 2020; Cash and Patel, 2020). COVID-19 is hitting poor communities hardest than wealthier areas of cities in a pattern that has been repeated throughout the world, and that has been hinted at by initial research in the Colombian context (Amariles et al., 2020; Daniels, 2020).

Sociodemographic characteristics play a determining role, although not the only one. The inability to carry out economic activities at home and limited access to devices and connectivity enabling remote working for activities that can be conducted remotely are common issues in low-income communities and informal workers (Katz et al., 2020; UN, 2020). As such, these groups face a higher probability of contagion, not only at work but in transport. Residential densities, coupled with a limited supply of public spaces and infrastructure and the imposition of physical travel, are likely to increase the level of exposure.

To understand the city's level of exposure, we analyzed aggregated information from March 6, 2020, when the first COVID-19 case appeared in the city, to August 30. In this period, authorities confirmed 209,250 cases in Bogotá. The most affected areas are traditionally working-class zones and the most populated ones within the city. Consequently, considering that the highest population densities are in the periphery, which spatially corresponds to low-income zones, we can infer that low-income people are more socially exposed than other income groups.

4. Understanding the effects on activity and travel patterns and local access

We aim to search for answers to understand changes in activities and travel patterns and obtain additional information about local access to essential activities beyond work. Therefore, we propose a mixture of spatial and quantitative methods to analyze data obtained from a web-based survey applied during the first lockdown adopted in Bogotá to prevent the spread of the COVID-19.

4.1 Online survey

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We issued a web-based survey designed to uncover the influence of the pandemic on people's daily habits. The survey comprised three sections. The first section gathered socioeconomic information about the individual and their household. This section included questions about age, gender, the number of household members, the presence of older adults and children in the household, vehicle ownership, SES, education level, primary occupation, and the household location. The second section collected information about travel decisions and the time people spent on specific activities before and during the pandemic. This section asked about the primary activity and other complementary activities such as shopping, sports, leisure, family, home duties, and health. Specifically, we included questions about the activity duration and the possibility to perform the activity from home, before and during the pandemic. Whether individuals declared the necessity of traveling to perform a specific activity, we asked about the transport mode, travel time, and trip cost. Finally, the third section gathered perceptual and qualitative information about social, economic, technological, and personal impacts derived from the government's measures to contain the outbreak of COVID-19. In this section, we asked the respondents to express their level of agreement with four statements related to time use satisfaction, financial concerns, agreement with the government measures, and new technology adoption as a product of the pandemic. We used a Likert scale ranging from 1 to 5, where 1 indicated strong disagreement and 5, strong agreement.

We decided to use the Maptionnaire platform (https://maptionnaire.com), a participatory map-based survey tool that allowed us to collect accurate information about respondents' household location. We distributed the survey through social media (e.g. Twitter, email, and

web) during one month, collecting a sample of 1,597 respondents for Bogotá. During the data cleaning process, we eliminated incomplete records, speedy responses -considering that participants took 25 minutes on average to complete the full survey- and those with inaccurate geographical household location (i.e. outside the Bogotá region). The final working sample for the analysis comprises a total of 776 responses. Although the sample collection was not representative of the Bogotá population, we weighted the survey to mimic the distribution of age and gender in the city. Furthermore, surveyed households' location is distributed across the city (Figure 4a), covering all socioeconomic levels. Then, we weighted the sample using the raking iterative approach implemented in the *anesrake* package (Pasek, 2018) in R, considering Bogotá's population by gender and SES, to deal with the above. We also included a logit model to interrogate socioeconomic characteristics that were more prone to perform activities outside the home during the pandemic.

4.2 Estimating local access

We propose a geographical analysis for analyzing local access to essential activities beyond work. Specifically, we determined the number and the location of non-work essential services and facilities around surveyed households from the 2017 Survey of Economic Establishments of Bogotá. We performed a spatial count of visible economic units of commerce and services located in fixed positions within the study area. This survey was carried out on 44,009 blocks in Bogotá.

This proximity analysis was based on traditional contour measures (Geurs and van Wee, 2004) and includes health centers (hospitals and doctor's offices), educational centers (daycares, schools, and universities), banks, local shops, and drug stores which could be reached within a maximum 15-min walking threshold from survey respondents location (i.e.

the household location). We used the inverse distance weighted (IDW) tool in ArcMap to compute isochrones curves varying the walking time from the study area's household locations, assuming a walking speed of 3.16 km/h (Guzman et al., 2020c).

5. Findings

5.1 Are the poor more affected by the pandemic?

Table 1 shows summary statistics on the weighted sample describing the main characteristics of respondents considering income levels. We aggregated results using three groups: low-income (SES 1 and 2), medium-income (SES 3 and 4), and high-income (SES 5 and 6). After the weighting, most of the respondents correspond to females (52%) and well-educated people (80% of them declared to hold undergraduate degrees). The average age of respondents was around 33 years old. The majority of respondents reported work as their primary activity (78%), and 91% self-considering as formal workers.

Table 1. Descriptive statistics of the sample (Section 1)

Variable	High-income	Medium-income	Low-income	Total
Age				
Average	36.79	34.67* ++	31.90***	33.40
Standard deviation	11.62	11.71	10.83	11.37
Gender				
Female	59%	56%+	48%*	52%
Male	41%	44%	50%	47%
Not declared	-	0%	2%	2%
Household members				
Average	2.92	3.06+++	3.58***	3.30
Cars per household				
Average	1.32	0.67*** +++	0.27***	0.51
Motorcycles per household				
Average	0.02	0.14*** +	0.22***	0.18
Primary Activity				
Work	81%	80%	75%	78%
Study	16%	14%	12%	13%
Other	3%	6%* ++	13%***	9%

	Informal worker				
	Yes	1%	4%** +++	15%***	9%
285	*** p-value < 0.01; ** p-val	ue < 0.05; * p-value < 0.	.10 (High-income vs	Medium- or Low	/-income)

+++ p-value < 0.01; ++ p-value < 0.05; + p-value < 0.10 (Medium-income vs Low-income)

Data in Table 1 mimics the inequalities regarding income groups in the territory. We decided to use multivariate techniques to explore the differences among mean values of the income groups' variables. Specifically, we ran a series of generalized linear models using the survey package (Lumley, 2010) in R. Nearly 19% of respondents live in low-income areas, while the remaining 64% and 17% live in middle- and high-income zones, respectively. We found significant differences among income groups regarding the percentages of workers in informality. About 15% of low-income workers self-declared as informal; while only 1% of high-income did. Also, high-income households declared car ownership rates of 1.32 cars per household on average, which contrasts with the 0.27 value for the lowest-income group. On the contrary, low-income groups have a high number of motorcycles per household.

The mandatory preventive isolation measures adopted in Bogotá due to the pandemic have caused substantial changes in people's mobility and activity patterns. Furthermore, these changes have not been equally distributed across different income groups, negatively impacting the lowest-income inhabitants. Table 2 describes modal transport changes and different activity participation time changes due to implementing the mandatory lockdown in Bogotá.

Overall, 40% of the weighted sample could not carry out their main activity at home. About 58% of low-income respondents stated an impossibility to perform their activity from home,

while 24% and 11% reported the same for medium- and high-income groups, respectively. Before the pandemic, nearly 84% of the weighted sample were developed their primary activity outside the home. However, after the lockdown implementation, this percentage falls dramatically. Around 38% of the respondents continue performing their main activities outside the home, mostly low-income people. Significant differences among percentages by income group suggest that the lowest-income group was the most resilient besides the lockdown because almost half of their respondents continue their activities outside the home (47%). In contrast, the percentages of people that continue traveling to perform their main activity were lower for higher-income respondents.

Table 2. Activity participation by income group, before and during the lockdown

Variable	High-income	Medium-income	Low-income	Total
Primary Activity				
Location (Before lockdown)				
From home	14%	15%	18%	16%
Outside home	86%	85%	82%	84%
Possibility to perform the				
activity from home				
Yes	89%	76%*** +++	42%***	60%
Location (During lockdown)				
From home	78%	60%*** +++	35%***	48%
Outside home	17%	31%*** +++	47%***	38%
Not performing	4%	9%** ++	18%***	13%
Duration (During lockdown)				
Increased	45%	40%+++	24%***	32%
Decreased	24%	28%	36%**	32%
Equal	31%	32%	41%	36%
Mode Change (lockdown)				
Yes	5%	22%***	28%***	25%
Shopping				
Yes (during a typical week)	84%	90%* ++	81%	85%
No	16%	10%* ++	19%	15%
Location (Before lockdown)	. • / •		. 3 / 3	.070
Physical store	93%	97%+++	100%***	98%
Online	7%	3%+++	0%***	2%
Location (During lockdown)	. , ,	5 ,5	• , •	_,0
Physical store	47%	74%*** +++	88%***	79%
Online	53%	26%*** +++	12%***	21%
Duration (During lockdown)	33,3	_0,0	,	70

Increased	19%	24%+++	38%***	30%
Decreased	60%	54%+++	38%***	47%
Equal	21%	22%	24%	23%
Mode Change (lockdown)				
Yes	28%	25%	19%	22%
Sports				
Yes	70%	55%*** +++	36%***	47%
No	30%	45%*** +++	64%***	53%
Duration (During lockdown)				
Increased	14%	18%++	8%	14%
Decreased	64%	51%***	58%	54%
Equal	15%	17%	17%	17%
No sports	7%	14%*	17%**	15%
Leisure (61 observations remo	ved because	of non-response)		
Yes	92%	90%++	82%**	87%
No	8%	10%++	18%**	13%
Duration (During lockdown)	0,70	10,1011		
Increased	21%	30%**	25%	27%
Decreased	65%	60%	63%	62%
Equal	14%	10%	12%	11%
Family time (99 observations r				,
Yes	87%	86%	87%	87%
No	13%	14%	13%	13%
Duration (During lockdown)	1070	1170	1070	1070
Increased	66%	61%	60%	61%
Decreased	23%	22%	20%	21%
Equal	8%	14%**	18%**	16%
Lives alone	3%	2%	2%	2%
Home duties (108 observations				270
Yes	45%	71%*** ++	82%***	74%
No	55%	29%*** ++	02% 18%***	26%
Duration (During lockdown)	33 /6	29/0 TT	10 /0	20 /0
Increased	80%	64%***	62%**	63%
Decreased	1%	6%**	10%**	8%
	19%	30%*	28%	29%
Equal			20%	29%
Health (119 observations remo		• ,	F40/	F20/
Yes	47%	54%	51%	52%
No	53%	46%	49%	48%
Location (Before lockdown)	20/	40/	70/	E 0/
At home	2%	4%	7%	5%
Out of home	98%	96%	93%	95%
Location (During lockdown)	7.40/	F40/+++	4.40/+++	4007
At home	74%	51%***	44%***	49%
Out of home	26%	49%***	56%***	51%
Mode Change (lockdown)	4007	0001	000/	000/
Yes	40% 05: * p-yaluo <	39%	33%	36%

^{316 ***} p-value < 0.01; ** p-value < 0.05; * p-value < 0.10 (High-income vs Medium- or Low-income)

^{317 +++} p-value < 0.01; ++ p-value < 0.05; + p-value < 0.10 (Medium-income vs Low-income)

Also, 13% of the respondents reported greater negative consequences as mandatory quarantine prevents them from continuing performing their primary activity. Since the measure was imposed, nearly 18% of the low-income respondents stop performing their main activity, while for the high and medium-income groups, this percentage falls between 4% and 9%. The significance of the estimates in the generalized linear models suggests that the percentages of people who stopped performing their main activity during the pandemic are different among income groups. The above could be explained because workers belonging to the low-income group tend to be employed in labor-intensive sectors (formal and informal), that require most of the time physical attendance. In many cases, even though they can remotely perform their activities, people in this group tend to have fewer computers and less-stable internet access. This puts in evidence the reinforcing effects of pervasive dependency from precarious employment and Colombia's incomedriven digital divide. The consequences of such redundant vulnerability imply higher exposure to contagion because of the need for physically traveling to perform their primary activity (i.e. low-income groups) and a high probability of income losses due to the impossibility of carrying out such activities remotely.

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Accounting for those who can continue performing their primary activity, we identified that participation times also change due to the lockdown implementation. Around 32% of the sample reported that the time devoted to performing their primary activity increased, while 36% considered that not varied at all, and the remainder perceived that it decreased. Again, there are marked differences among income groups. The percentages of time change regarding the primary activity are similar between high- and medium-income groups (there are no significant differences). In contrast, the lowest-income group has the highest percentages of respondents considering decreasing participation times than other income

groups. This group includes the highest proportion of people who stopped their activity during the pandemic (18%) (see Figure 2 left).

Regarding changes in individual mobility, 25% of respondents that traveled to reach their main activity during the lockdown period changed their transport mode. High-income respondents seem more prone to maintain their regular transport mode choices than other income groups as only 5% of them reported transport mode changes. High-income respondents travel mostly by private modes of transport (40% use the car), suggesting not only the ability to remain mobile under lockdown but pointing to clear issues of injustice in the distribution of access and its environmental impact as compared to lower-income groups. We observed a decrease in public transport trips, which changed towards walking and cycling. The separation between the main activities (i.e. work and study) and households for high-income inhabitants, which is not as large as for other groups, explains the increase in active transport use. Also, Bogotá heavily invested in expanding the cycle paths network during the pandemic, which makes using the bicycle more attractive. In contrast, the national government restricted the number of people allowed to ride on public transport vehicles.

Meanwhile, medium-income individuals reported a higher modal change (22%) than the high-income ones (5%). Notably, public transport modes declined their modal share in this segment, favoring private and low-occupation public modes such as walking, cycling, taxi, ride-sourcing, and the car. Finally, the lowest-income users seem to have fewer transport alternatives available as they are often captive to public transport. Although the changes in this group were the most substantial within all income groups (28%), most of them are due to a decrease in trips by private transport towards a slight increase in the use of public

transport, as is shown in Figure 2 right, where a value of 1 in Y-axis means no changes before/during the pandemic. The current conditions for the demand for urban travel have questioned the current structure of the transport system of Bogotá, which has historically emphasized motorized transport, both public and private, only recently increasing investments in spaces for pedestrians and cyclists.

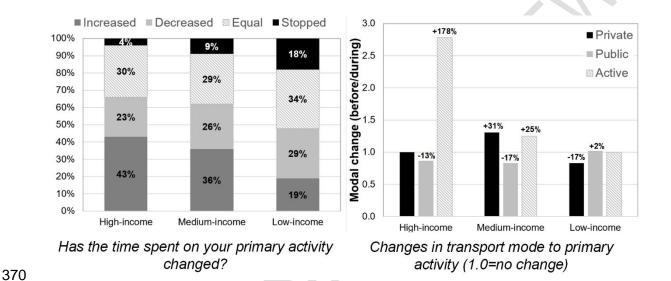


Figure 2. Changes before/during the pandemic

We also estimated a binary logit model (Ortúzar and Willumsen, 2011) to elaborate more on the analysis for identifying which socioeconomic characteristics make an individual more prone to perform activities outside the home during the pandemic. The model defines the possibility of carrying out the primary activity outside or from home as the dependent variable. Therefore, it does not consider those individuals who stopped performing their main activity due to the pandemic. We tested different specifications, including all the

socioeconomic characteristics in the survey as covariates. Table 3 shows the R Apollo package's estimation results (Hess and Palma, 2019).

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Table 3. Binary logit model results

Estimate	Robust t-test
-0.9175	-3.6***
-2.5107	-2.4***
-7.6268	-16.6***
0.7098	2.7***
1.7882	5.6***
1.6215	1.7*
-0.7017	-2.9***
-2.6127	-4.9***
	-0.9175 -2.5107 -7.6268 0.7098 1.7882 1.6215 -0.7017

Adjusted Rho-square: 0.20

*** p-value < 0.01; ** p-value < 0.05; * p-value < 0.10

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The negative sign of the alternative specific constant suggests that performing the main activity outside the home provides disutility compared to the base alternative, which refers to conducting the activity from home. Then, ceteris paribus, results suggest that individuals would prefer to carry out their main activities from home during the pandemic. Individuals between 18 and 60 years old are more likely to be performing their primary activity outside the home than those younger than 18 years and those over 60 years. In line with the previous findings, the lower the income level, the greater the probability of leaving home to conduct the main activity during the pandemic. The magnitude of the estimated parameter for individuals belonging to the lowest income group suggests that their probability is much higher than that of other groups. The situation even worsens for informal workers, depicting

those inequalities associated with the workforce. The model reveals that informal workers are more likely to carry out their activity outside the home during the pandemic, which can be due to having more significant financial problems than formal workers, who supposedly have better income and more stable working conditions. The model also suggests that individuals whose primary activity is not working (e.g. study, home duties) are more likely to perform their activity from home than those who work as their primary activity. Finally, people who work in sectors exempt from the mandatory quarantine (e.g. transport sector, health care, supermarkets, banking, others) are more exposed to the virus as they have a higher probability of working outside the home during the pandemic.

Maptionnaire enabled respondents to report on their home location, which informed mapping the concentration of respondents who had the possibility of teleworking during the pandemic (Figure 3). The highest income areas show the highest concentrations of teleworkers (i.e. darker areas). Simultaneously, people who have more significant mobility needs due to not having the possibility of performing their main activity from home are mainly located in low-income areas. This gives an idea of the changes in mobility are also different according to the income group. Wealthy people have low mobility levels in the pandemic since they have less need and probability of going out, reducing their contagion risk. This situation accentuates existing inequality patterns within the city, reinforcing conditions of both spatial, social, and transport-related (dis)advantage where those that need to travel are in a worse position to access relevant opportunities, while wealthier and better-located groups can maintain essential and non-essential access via digital connectivity.

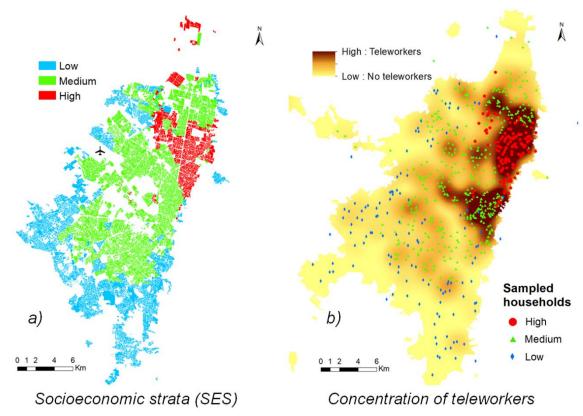


Figure 3. The concentration of teleworkers during the pandemic

We also found remarkable differences according to income groups when asking about participation in other activities. Regarding shopping, 85% of respondents reported regularly performing this activity weekly. Before lockdown, most of the shopping was done physically at the store, while only 2% usually place their orders from home. People regularly relying on online shopping mostly belonged to high- and medium-income groups, 7% and 3% respectively. Even though physical shopping remains the preferred option during quarantine, online shopping increased 1,050% on average compared to the pre-pandemic level. Home orders in the high- and middle-income groups showed increases of 757% and 867%, respectively. In the low-income group, 12% of the total shops were reported to be online during the pandemic, which contrasts with the regular shopping habits of this income group

that rely more on physical shopping. In particular, considering the boost of online shopping, 47% of the respondents reported that this activity's participation in their total available time decreased during the pandemic. Before the lockdown implementation, this activity's average duration was estimated to be around 1.7 hours per week. However, respondents reported average time savings related to this activity because individuals invest approximately 1.0 hour per week during the lockdown period. Digital connectivity has been hinted at as a relevant factor in redefining accessibility, findings in our survey suggest that inequalities in access to digital connectivity and the required skills, abilities, and resources for its use can deepen already marked inequalities between social groups (Velaga et al., 2012).

Another impressive result is the transport mode change associated with shopping activities during the quarantine. Nearly 22% of the respondents reported changes in transport modes for shopping activities. Even though there are no significant differences regarding income groups, they share a similar pattern regarding the shift from private transport to active transport modes. The prevalence of walking trips for shopping purposes highlights the importance of local shops within households' close vicinity during the pandemic. High-income respondents migrated their car trips to walking trips. We observed a 45% increase in the active travel trips (e.g. walking and bicycle) in this income segment. Meanwhile, the medium- and low-income groups reported more modest increases in walking and bicycle trips, 20% and 9% respectively.

The analysis of different activities enables us to identify inequalities in the use of time and capacity to carry out activities that support physical and mental health (Lebel et al., 2012). Findings suggest that sports and leisure activities are among the most affected activities due to the mandatory isolation measures. Around 47% of the respondents declared that they

regularly carry out sports activities and away from home (80%) before the pandemic. Approximately 87% of the individuals reported performing leisure activities on a regular week before the pandemic. However, most respondents stated that the time dedicated to both activities decreased (i.e. 54% for sport and 62% for leisure activities). On average, we observed decreases of 1.5 and 1.1 hours per week dedicated to sports and leisure activities, respectively. Indeed, 12% of the respondents mentioned that they are not performing their regular physical activities. Overall, we did not find significant differences in these activities participation times among income groups. In contrast, the time spent on family activities and home duties has increased. More than 60% of the respondents reported increases in these activities, experiencing 7.2 additional hours per week in family time and 2.8 extra hours a week on average for housework.

Additionally, most individuals (95%) that reported doing health care activities before the mandatory lockdown did so outside the home. However, during quarantine, although people continue to carry out most health activities outside the home, the pattern has been changing because more people declared to receive medical care at home or shopping for medicines or health care items from home. Considering those individuals that traveled for this purpose, we also observed transport mode changes due to the pandemic. In particular, we identified a 65% increase in walking trips for performing health activities in detrimental of trips by car, motorcycle, taxi, and public transport. This situation suggests long walking times to access healthcare facilities, mainly for the low-income population, due to health centers' location at specific points in the city (see Figure 4f).

The above result reinforces the importance of urban planning to allocate an adequate land use mix within the household vicinity to guarantee active transport access to shopping,

sports, cultural, recreational, and health opportunities. Also, as a consequence of all results, walking and cycling can be valuable ways to maintain satisfactory mobility levels as the economy gradually reactivates.

Finally, considering the third section of the survey, we observed that respondents perceive that the pandemic has brought financial problems, isolation from family and friends, and other mental and physical health issues. Table 4 shows the average responses to the four perceptual questions included in the survey to evaluate the pandemic's impacts on the household economy and activity patterns. Respondents declared neither marked satisfaction nor decided dissatisfaction regarding time spent on activities during the pandemic.

Table 4. Average responses to perceptual questions (Section 3)

Variable	High-income	Medium-income	Low-income	Total
Time Use Satisfaction	2.8	2.9+	3.2**	3.0
Financial concerns Agreement with the	2.6	3.1*** +++	3.8***	3.4
measures adopted by the government	4.3	4.1*	3.9***	4.0
New technology adoption	3.7	3.7	3.7	3.7

^{***} p-value < 0.01; ** p-value < 0.05; * p-value < 0.10 (High-income vs Medium- or Low-income)

In line with previous analysis and research exploring poverty and inequality about the pandemic, low-income people seem to be more concerned about the pandemic's financial impacts than medium and high-income people. Overall, individuals agree with the measures adopted by the government to mitigate the outreach of the virus. This question's rating averaged 4.0 out of 5.0, which reflects agreement with top-down policies in the early months of lockdown. Specifically, the highest income group was the one that declared itself more in agreement with the government's measures during the pandemic. The middle- and low-

⁺⁺⁺ p-value < 0.01; ++ p-value < 0.05; + p-value < 0.10 (Medium-income vs Low-income)

income groups declared themselves at a lower level of agreement, without there being a significant difference between their perceptions. We also found significant differences between the average time use satisfactions among income groups. Paradoxically, those most affected regarding the possibility of performing their main activities during the pandemic (i.e. the low-income group) are those who declared themselves the most satisfied. Even though the above result seems counter-intuitive, recall that the poorer people also spend a long time traveling to their main activities (i.e. on average, is twice as much time traveling as wealthy people). Thus, those who can continue performing their main activity from home will perceive more considerable time savings by not traveling to their usual destination. They can use these time savings for more pleasant activities. On the other hand, those who quit performing their main activity can now spend more time with their family, not to mention that lower-income people tend to be more optimistic than wealthier inhabitants.

Moreover, and supporting earlier arguments about access to digital connectivity, respondents acknowledge the importance and use of new technologies during the lockdown period. Most of the respondents stated that the pandemic pushed them to use new technology during the quarantine. In this regard, we could not find differences between groups.

5.2 Bogotá as a segregated 15-minutes city

According to the available data, we found economic establishments in 73% of city blocks, while in the rest, the predominantly land use corresponds to residential. The results show that of the 471,904 establishments located in the study area, 88.8% were working places. In commerce and services, there were 269,958 establishments in Bogotá, where the vast majority were dedicated to the retail sector.

Using contour measures, also known as isochrone measure, we linked household and establishments location, to estimate the cumulative distribution curves and establishments by socioeconomic group (Figure 5). This measure represents the number of commercial establishments and other relevant facilities and services around each surveyed household according to their socioeconomic group. I.e., counts the number of establishments that can be reached within a given average travel threshold, required to access a fixed number of establishments (Guzman et al., 2018). Figure 1 shows the location of primary services in Bogotá. As shown, key activities such as education, and healthcare services are highly concentrated in the city's eastern edge (Figure 4), where wealthy people live. Besides, commercial establishments such as local shops have the most substantial participation in this economic category. We identified 1,591 educational centers, 1,459 health centers, 1,296 banks, and 34,513 local shops and drugstores, as shown in Figure 4.

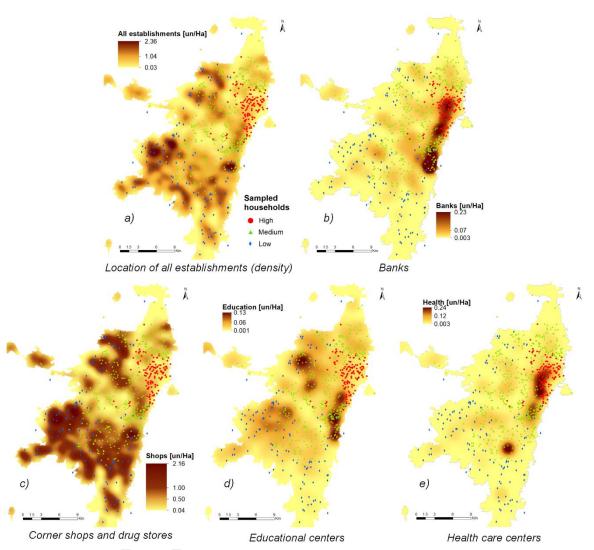


Figure 4. Location of the sample of surveyed households and establishments by type

Figure 4c shows the local shops and drug stores are the most numerous establishments in the city. Unlike other services, the city's southern and western parts concentrate this economic activity, where the lower-income population resides. Now we will see what implications this activity distribution has in access equity to these services, under the '15-minutes city' framework.

Figure 5a summarizes the average walking distance from the surveyed households at the city level in accessing the establishments. Here is the number of establishments that can be reached within a specific range of distance. At a distance of 1 km (≈19 min walking¹) as the travel threshold, results show that 0.9% of the establishments could be accessed. Although it seems few, this means proximately 333 different establishments.

¹ Using an average walking speed of 3.16 km/h (Guzman et al., 2020c).

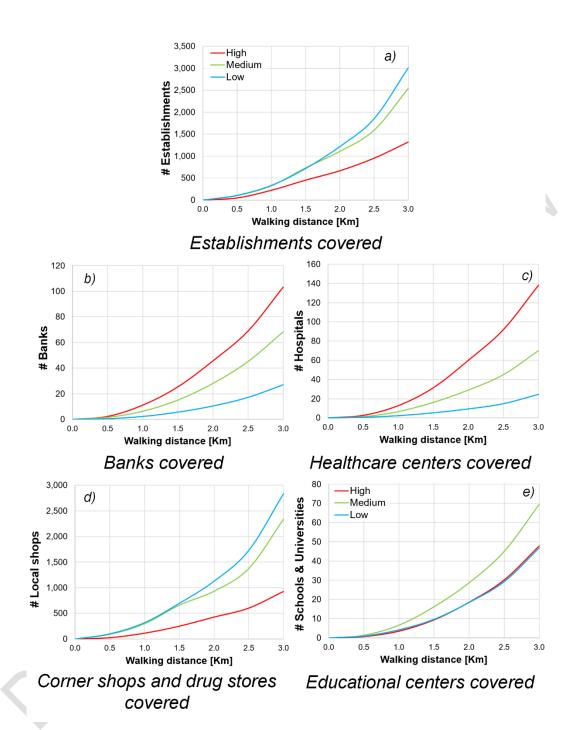


Figure 5. Curves of access of households and establishments covered by socioeconomic group

Initially, it seems that low-income households have better access (more opportunities nearby) to a large number of local shops. Although this is true, the total figure is inflated by many local shops in the city. However, disaggregating access by type of establishment shows notable differences. The former can be confirmed when comparing the distributional curves in Figure 5. Although it is found that there is higher coverage of local shops in spatial terms, there are substantial differences by socioeconomic group, particularly in banking and medical services.

The city's eastern border seems to be related to better access regarding proximity to a variety of services. This area has been traditionally the home of the wealthy population and comprises a high concentration of employment and services. Although decentralization is convenient, it is crucial to improve the coverage of more services in the periphery, maintaining social interaction, precisely now that the fear of human contact is present. The worst that could happen will be if the model of closed and isolated communities prevails, more socially, and ecologically damaging.

As seen, Bogotá is not so far from meeting the goal of 15 minutes, particularly in retail commerce. Analysis of non-mandatory accessibility in the city in pre-COVID-19 circumstances has suggested that local access inequalities can be more readily negotiated and dealt with by lower-income populations than to mandatory travel and access to livelihoods and human capital (Oviedo and Guzman, 2020; Vecchio, 2020). However, according to the latest mobility survey, each *Bogotano* spends an average of 1 hour and 50 minutes per day traveling around the city. Two intense unidirectional flows are those motivated by work and study (49%), with other travel purposes weighting on travel demand distribution (51%). For residents in the lowest SES areas, long travel times and costs are a

permanent reality associated with the city's urban structure and the high dependency on public transport. Local accessibility levels partially palliate these access inequalities to essential services and amenities for non-work and education opportunities. The possibility of meeting individual and household needs around low-income households presents itself as an opportunity to redefine the city's current urban trajectory via new investments in public space and non-motorized infrastructure that can support local mobility and accessibility.

6. Discussion

Unfortunately, the lockdown measures adopted have widened the gap between rich and poor in Bogotá. Results also highlight the relevance of digital connectivity and local opportunities within households' close vicinity during the pandemic. The gap between rich and poor has widened in Bogotá due to isolation measures, as shown above. The gradual opening of cities, considering possible fresh outbreaks, will be an opportunity for many citizens to return to public spaces. However, many will avoid using public transport, and others will continue to telework. In cities where most activities concentrate in central areas, many will look for alternatives close to home, particularly in unbalanced territories. This extraordinary situation can be a motivation to test the feasibility of proposals such as the "15-minutes city". It is possible to find everything an individual needs, at most, 15 minutes from home, walking or by bicycle. We argue that strategies for healthy built environments (Megahed and Ghoneim, 2020) and also urban and behavioral transformation require context-dependent considerations rooted in principles of social justice and equity, which play an essential role in sustainable development (Keiner et al., 2004; Newman, 2015).

Our paper's value lies in interrogating findings from a spatialized behavioral survey vis-à-vis insights from an accessibility analysis tailored to interrogate local access to essential opportunities. By analyzing such complementary sets of information, it is possible to draw relevant insights about the vast disparities associated with a health crisis such as the one the world faces at the time of writing this article. On the one hand, the survey reflects that although the attitude of a majority of *Bogotanos* towards the lockdown measures imposed in response to the pandemic was mostly positive (in the beginning), their experiences regarding the distribution of time, their exposure to risk, and their practices for access and mobility are determined mainly by their spatial and socioeconomic position. On the other hand, in a city marked by socio-spatial segregation and inequality in the availability of assets for urban mobility (Oviedo and Guzman, 2020; Teunissen et al., 2015), findings such as those presented in Figure 5 suggest that mobility-related inequalities are made more severe by the inability of socially vulnerable populations to adapt to rapidly changing configurations of the structure of access in the city.

The survey calls into attention the relevance of digital connectivity and access to technologies that grant access to services such as home delivery of essential goods and services. While it is positive that poor households and individuals have access to local shops within walking distance, often in numbers that dwarf the available local opportunities of this kind that even the high-income groups have shown in Figure 5, the opposite is true for all other opportunities. Facilities for banking, education, and higher-level medical care such as hospitals are spatially concentrated in some specific zones, forcing those that need to travel to do so for longer distances. The survey reflects that a lower number of low-income people access digital services. Much of the population in this segment needs to travel to facilities to physically access relevant opportunities, increasing the level of contact and contagion risk

to which they are exposed. They also have a lower capacity for adaptation as inferred by the comparatively high percentages of activities that people stop doing or dedicate less time to, as shown in Table 2.

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The implications of COVID-related lockdowns have far-reaching implications in urban structures marked by spatial inequalities such as Bogotá's. 58% of the low-income population report an impossibility to carry out their main activity from home and 18% have stopped doing their main activity altogether. The distribution of those that can and cannot access their livelihoods from home and the spatial distribution of opportunities across the city make evident that for the poor immobility is not a choice. Even if you cannot work any longer, there is still an imposition of physical mobility to the expanded city center that concentrates most hospitals, universities, and other vital facilities. The consequences of such imposition are suggested by the distribution of time reported in the survey. While wealthier groups can maintain access to most relevant opportunities, including social interactions and leisure, in some instances even decreasing time in certain obligations, for the poor many activities need to be traded-off by longer working hours, more demanding commutes and increased care responsibilities. Such findings suggest that the spatial imbalances in accessibility may carry long-term decreases in quality of life and well-being for those at higher risk of being negatively affected by the pandemic. By integrating a spatial and a behavioral lens, our findings shed light on aspects not often considered from a transport optic, highlighting the pandemic's social and distributional consequences as a source of transport and social disadvantage.

7. Conclusions

In very dense areas, such as in the lower-income zones of Bogotá, people may spend more time at home because they have no place to spend their time in the neighborhood and because of fear of physical contact. This is consistent with earlier research examining facilities dimension of transport-related social exclusion in the local context. Vulnerable residents in peripheral neighborhoods in the Bogotá region endure near-immobility due to the intersection between lack of local facilities and amenities and other transport and social disadvantages. As seen in Figures 1 and 3, most of the activities in Bogotá except local shops and drug stores are highly concentrated in the city center (eastern edge). The shocking concentration of banking, health services, and a high percentage of educational services, mainly university education, evidence the high levels of functional segregation of Bogotá, a pattern too often found in other large cities in Latin America.

The exploration of urban mobility and activity behavior across income groups in the city of Bogotá reflects marked inequalities in the ability of individuals and social groups to adapt and respond to the restrictions imposed by the global COVID-19 outbreak. The examination of Bogotá serves as an illustration of the challenges and potential opportunities for redefining urban development trajectories and the practice of urban transport in cities facing similar levels of social and spatial inequalities in the Global South. The research also speaks about the relevance of digital connectivity and non-precarious employment as drivers of more equitable accessibility, particularly under conditions that challenge urban structures constructed around the assumption of physical travel as a precondition for access. From the survey findings, it becomes clear that changes in behavior carry differentiated economic,

social and health consequences for communities that start from different positions of disadvantage to adapt to rapidly changing conditions.

The research also highlights the role of digital tools and social networks in data collection and the production of reliable and rigorous evidence for research and practice. In this research, partnerships with organizations involved in sustainable development and transport planning practice have proven essential in outreach and access to respondents and the possibilities for transcending knowledge to practice.

Our paper challenged the recent rhetoric about the 15-minute city which has gained popularity in mainstream media and professional circles in urban and transport planning, highlighting the role of non-motorized travel and the provision of infrastructure and public spaces for their support in constructing more equitable and inclusive cities. Findings of the 15-minute city and local access in Bogotá serve as a reminder that travel behavior and accessibility are not the remits of only urban transport planning and that land-use and urban planning play a determining role in redressing social and spatial inequalities that limit the ability of particular income groups to accumulate social, economic and human capital. In recent years, the local stores have been given little importance in Bogotá. Our findings serve as evidence of the vindication of the local entrepreneurs and small businesses that play a role in enabling access to goods and services in proximity, which is likely to reclaim the value in post-COVID-19 realities. However, not all citizens have access to a park, a school, or a health center close to home. In addition to adequate housing, to improve the quality of life in the city, it is necessary to reduce the perimeter of access to a decent job, the ability to obtain essential goods, education, health, and leisure.

Results show a high supply of several types of activities throughout the city. However, the spatial availability of services and amenities finds itself restricted by temporal and economic dimensions such as opening hours or people's ability to pay, highly relevant aspects of the definition of transport-related social exclusion (Church et al., 2000; Jones and Lucas, 2012). This is a limitation of the analysis. Therefore, further analysis should consider other necessary accessibility components, such as an individual's spatial-temporal constraints (Geurs and van Wee, 2004), to get a better-adjusted value in the number of opportunities reached.

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