

2025

Mainstreaming Gender in Sustainable Urban Mobility Plans

Topic Guide



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Title

Topic Guide: Gender mainstreaming in sustainable urban mobility plans (SUMPs)

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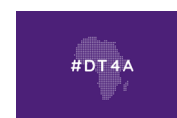


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Acronyms

AFD	Agence Française de Développement
ADEME	French Agency for Ecological Transition
Cerema	Centre for Studies and Expertise on Risks, the Environment, Mobility and Urban Planning
BMUV	German Federal Ministry for the Environment, Nature Conservation, Nuclear Safety and Consumer Protection
BMZ	German Federal Ministry for Economic Cooperation and Development
EBRD	European Bank for Reconstruction and Development
EU	European Union
FFEM	French Facility for Global Environment
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
KfW	Kreditanstalt für Wiederaufbau (German Development Bank)
MTE	French Ministry of Ecological Transition
OECD	The Organisation for Economic Cooperation and Development
SoW	Scope of Work
SUMP	Sustainable Urban Mobility Plan
ToR	Terms of Reference
TUMI	Transformative Urban Mobility Initiative
WMW	Women Mobilize Women

Definitions and concepts

Gender is a term used to describe the different roles played by women and men, as well as the characteristics of their expected or 'appropriate' behaviours, which are shaped by cultural, historical, and socio-economic contexts that define their responsibilities, opportunities, and constraints. It is not a biological description. In most societies, there are differences and inequities between women and men in terms of assigned responsibilities, activities undertaken, access to and control over resources, and decision-making opportunities. These differences create unequal power structures.

Gender equity refers to the fair and just distribution of benefits and opportunities between women and men.

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral part of the design, implementation, monitoring, and evaluation of policies and programs in all political, economic, and societal spheres, so that women and men benefit equally and inequality is not perpetuated. The goal is to achieve gender equality (ECOSOC 1997).

A **Gender-transformative** approach directly addresses the causes of inequity and unequal power relations, and seeks institutional and societal change (OECD).

A **Gender-responsive** approach responds to the needs and interests of both women and men in their structures, operations, methods, and work, and removes barriers that prevent women from fulfilling their potential.

Sex- or gender-disaggregated data is data that is separated by category rather than reported by aggregate. Sex- or gender-disaggregated data is data reported by gender or sex as a category (typically binary categories of female and male).

Sexual harassment is any form of contact between people that involves unwanted sexually related contact—this can be verbal (unwanted sexual looks, winks, facial expressions or physical gestures, calls, messages, asking about sexual fantasies, comments amongst others) and physical (unwanted touches, groping, standing close or brushing up against a person, hugging, patting and potentially even sexual assault or rape).

Mobility refers to the need or desire to move, which results in a need for transport (or transport 'demand'). The term 'mobility' usually places people ahead of transport infrastructure and vehicles. Transport infrastructure and services are supposed to serve people's mobility needs.

Transport refers to the system that enables people and goods to move or be moved within a defined area. A transport supply system typically includes infrastructure (fixed installations), vehicles, and operations. Operations refer to the way in which infrastructure and vehicles are operated, as well as the enabling environment, including financing, legal frameworks, and policies.

Mobility of Care refers to the daily travel associated with care work.

Trip chain or trip-chaining is a combination of a number of short trips with multiple stops. From a gender perspective, this typically involves a combination of multiple care-related trips and/or work trips.

A **Sustainable Urban Mobility Plan (SUMP)** is a strategic and integrated approach to effectively addressing the complexities of urban transport. Its core goal is to improve accessibility and quality of life by achieving a shift towards sustainable mobility (MobiliseYourCity, 2023).

Introduction

The MobiliseYourCity Partnership

Launched at COP21 in Paris in 2015, the MobiliseYourCity Partnership has established itself as the leading global Partnership of more than 100 partners for sustainable urban mobility plans (SUMPs) and National Urban Mobility Policies (NUMPs), policy development, and increasing investment for sustainable transport in developing and emerging economies.

Today, the Partnership comprises 81 member cities with a combined population exceeding 155 million people across 39 countries, and it has 16 member countries.

Thanks to the generous contributions of the European Union (EU), the Agence Française de Développement (AFD), the French Ministry of Ecological Transition (MTE), the German Federal Ministry for Economic Cooperation and Development (BMZ), the German Federal Ministry for the Environment, Nature Conservation, Nuclear Safety and Consumer Protection (BMUV), and the French Facility for Global Environment (FFEM), as of December 2024, our Implementing Partners have raised 60.95 million euros in grants to support 32 SUMPs and 9 NUMPs.

Of the 21 SUMPs that have been completed, two were finalised in 2024, with 13 now in the implementation stage. Moreover, among the six completed NUMPs, four have transitioned into the implementation phase. Following our support, our member cities and countries have been able to leverage 1.75 billion euros for implementation.

The Partnership is implemented by AFD, GIZ, ADEME, Cerema, CODATU, EBRD, KfW, and Wuppertal Institute. Our Implementing Partners are working with cities and countries worldwide to develop scalable solutions that improve mobility in complex environments.

Transformative Urban Mobility Initiative (TUMI) and Women Mobilize Women (WMW)

The Transformative Urban Mobility Initiative (TUMI), implemented by GIZ and funded by the German Federal Ministry for Economic Cooperation and Development

(BMZ), promotes inclusive, sustainable and low-emission transport aimed at improving urban air quality and mitigating the effects of climate change.

TUMI aims to mobilise investments in sustainable urban infrastructure, train leaders, and support innovative mobility solutions. Through Women Mobilize Women (WMW), it promotes gender equity in mobility, empowers women in transport to gain recognition, and conducts research to support the transformation of the sector toward the inclusion of women and other marginalised groups.

Background to this Topic Guide

This Topic Guide was developed as part of a project that assessed gender inclusivity in Sustainable Urban Mobility Plans (SUMPs) across the Global South. The assessment, 2024 and 2025, included a rapid review of 22 cities that were supported by MobiliseYourCity to develop their SUMPs, followed by a detailed review of eight selected similarly supported SUMPs.

The detailed review involved a document analysis to understand the extent to which a gender perspective was included in each SUMP process, encompassing documents such as the SUMP itself, diagnostic reports, terms of reference, procurement guidelines, and others. Interviews with stakeholders and key informants were then conducted to gain insight into the findings and better understand the reasons for gaps in gender inclusion.

The project developed a set of actionable recommendations to enhance gender inclusion in future Sustainable Urban Mobility Plans (SUMPs). Examples of good practices in this Topic Guide are drawn from the SUMPs assessed in this project, as well as from other plans that formed part of the benchmarking process.

The cities assessed included Ahmedabad (India), Ambato (Ecuador), Dire Dawa (Ethiopia), Kumasi (Ghana), Medan (North Sumatra), Mwanza (Tanzania), Cordoba (Argentina), Yaounde (Cameroon), Havana (Cuba), Dakar (Senegal), and Baixada Santista (Brazil).

When and where to include gender in Sustainable Urban Mobility Plans (SUMPs)

The 'Mainstreaming Gender in Sustainable Urban Mobility Plans (SUMPs)' Topic Guide is designed to assist practitioners — including local authorities, mobility experts, consultants, international development officials, funders, and implementation agencies — in considering gender issues during the development of SUMPs. This includes tasks such as creating Terms of Reference (ToRs), adjudicating consultants' bids, collecting and analysing data, using data effectively, ensuring public participation, engaging stakeholders, and conducting ongoing monitoring and evaluation. The Guide also provides examples of cities that have successfully implemented good practices in gender and urban mobility planning.

The Topic Guide addresses the following key areas:

- The importance of considering gender in the development of SUMPs.
- When and where to incorporate gender mainstreaming in SUMPs.
- Factors to consider regarding gender at every stage in developing a SUMP.
- Types of data that are important for SUMPs.
- Approaches to public participation and stakeholder engagement to ensure inclusivity.

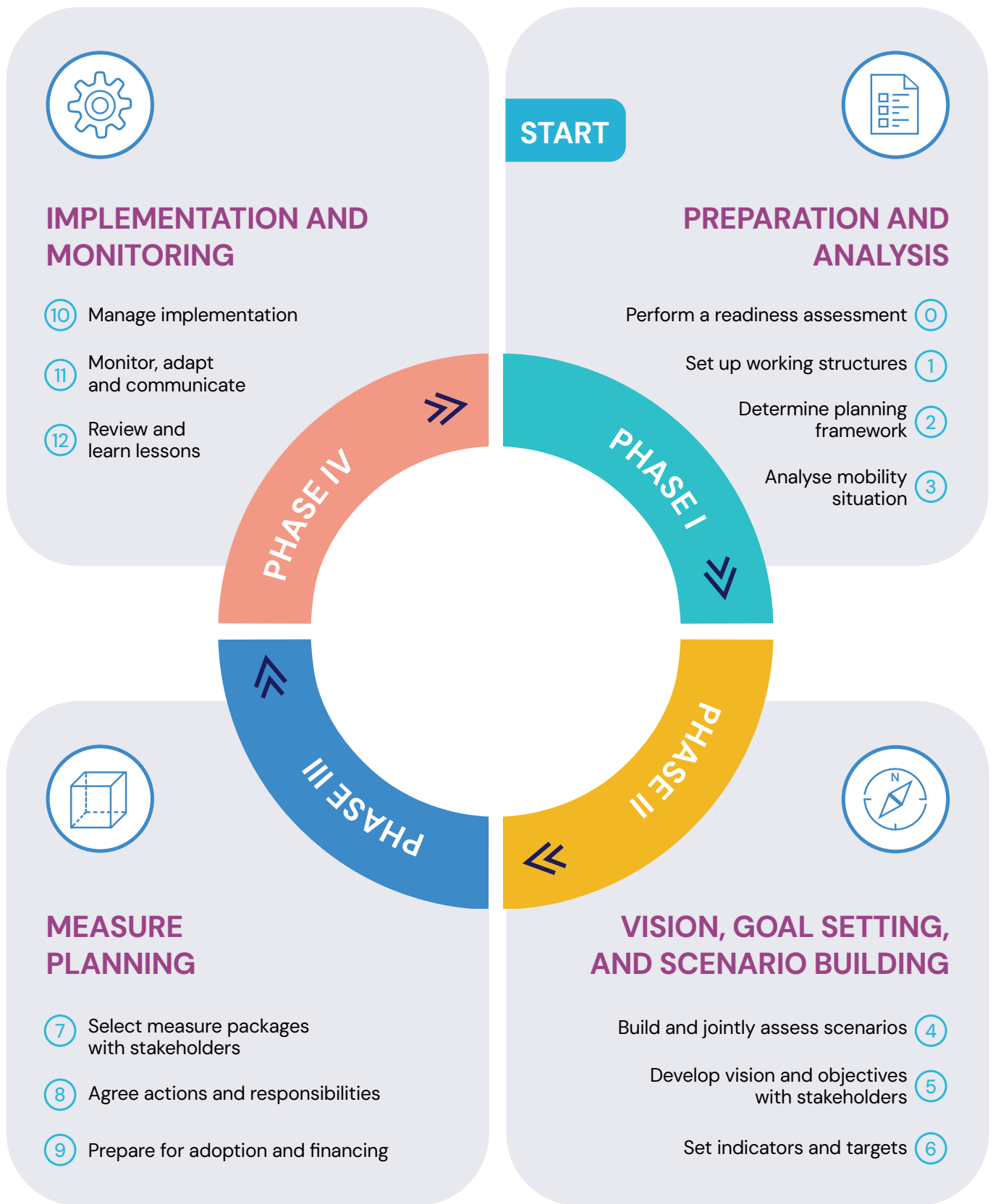
A SUMP is both a process and a product, each with distinct but interconnected roles.

- The SUMP process refers to the journey of developing the plan. This process involves engaging stakeholders, creating a shared vision, analysing mobility needs, and defining strategies and measures for achieving sustainable urban mobility. This phase is collaborative, evolving through dialogue, data collection, and decision-making.
- The SUMP product is the resulting strategic plan — a document that outlines the current mobility situation, presents the vision for the future, and details the strategies and measures defined during the process. The document serves as a roadmap for implementation, guiding cities in transforming their mobility systems over time.

'A Sustainable Urban Mobility Plan (SUMP) is a strategic and integrated approach for dealing effectively with the complexities of urban transport. Its core goal is to improve accessibility and quality of life by achieving a shift towards sustainable mobility. SUMP advocates fact-based decision-making guided by a long-term vision for sustainable mobility.'

'As key components, this requires a thorough assessment of the current situation and future trends, a widely supported common vision with strategic objectives, and an integrated set of regulatory, promotional, financial, technical and infrastructure measures to deliver the objectives, whose implementation should be accompanied by systematic monitoring and evaluation.'

(MobiliseYourCity, 2023)



Source: MobiliseYourCity, 2023

Using the Topic Guide

1. Start with a quick overview of the guide to familiarise yourself with its structure and key sections.
2. Throughout the Topic Guide, you will find short examples of good gender-responsive practices, drawn from SUMP that were developed with support from MobiliseYourCity.
3. Determine which phase of the SUMP you are currently in – whether it is initial diagnosis, strategy development, measure planning, or implementation.
4. Refer to the relevant chapters for specific guidance on incorporating gender considerations into that particular phase.
5. Lastly, adapt the recommendations to fit your local context, ensuring that your participation strategy and proposed gender-focused measures align with your city's objectives.

Why mainstream gender in sustainable urban mobility planning?

Gender is a key factor that influences the outcomes of transport projects, as well as safety, accessibility, and quality of life. When gender considerations are incorporated into Sustainable Urban Mobility Plans (SUMPs), these plans are better equipped to create inclusive urban mobility strategies. This integration helps build transport systems that are equitable, resilient, and sustainable for everyone.

Gender mainstreaming involves taking gender into account at all stages of the SUMP process, from appointing consultants and understanding the mobility problem to collecting data, planning interventions, and implementation, monitoring, and evaluation.

Gender plays a significant role in transport because travel patterns vary depending on gender roles. Gender equity is a fundamental right and a driver of sustainable development. Despite progress in recent decades, women and other marginalised groups around the world continue to face discrimination and barriers that prevent them from achieving their full potential. When transport services and systems are designed without considering the specific mobility needs of diverse groups, the needs of women as well as of other marginalised or excluded groups are not met. This can result in exclusion from resources, rights, and opportunities, including the right to move freely and safely in cities and public spaces.

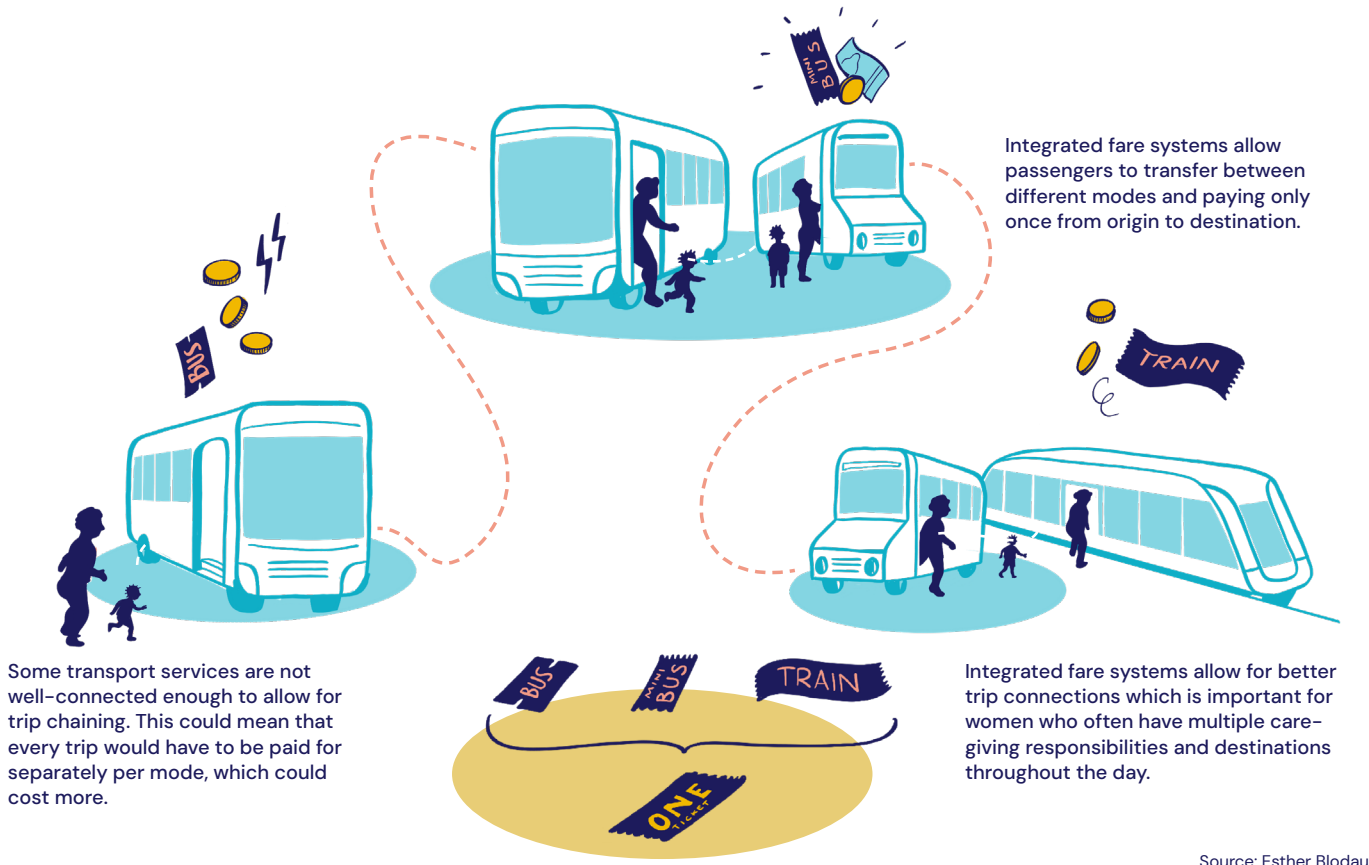
Women's travel patterns can differ considerably from those of men. Women often walk to make care-related trips, such as accompanying children or elders in their care. On average, women's trips tend to be shorter, serve different purposes, and occur at different times of the day. Women often work closer to home and make a larger proportion of their trips as passengers. These differences in travel patterns are not rooted in biology but arise from gender roles commonly assigned to women within communities and societies. These gender roles can perpetuate and entrench inequities between men and women.

Mobility systems are typically not designed for 'trip chaining', which involves a series of short trips with multiple stops. This design can lead to higher costs for women, as they have to pay for each separate trip. While women's commuting patterns may resemble those of men when they make few 'non-work' or care-related trips, their needs often diverge, particularly concerning safety and access to facilities that support travel with children (Graphic 1).

Women in emerging economies face unique challenges related to mobility inequity. In these regions, limited access to infrastructure, a lack of affordable transportation options, and societal norms can exacerbate mobility disparities. Women in these economies are more likely to be involved in informal work and care work, which often requires frequent and flexible travel. However, the lack of reliable and safe transportation makes it difficult for women to balance work and family responsibilities. Cultural and social barriers may restrict women's freedom of movement, further limiting their access to education, healthcare, and economic opportunities. Addressing these challenges through gender mainstreaming in SUMPs is crucial to ensuring that women have equal opportunities to participate fully in their communities and economies (Graphic 2).

Gender inequity is now a critical focus for development agencies and multilateral funding banks. The Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee requires members to report on gender equity targets. National gender strategies now emphasise objectives such as eliminating gender-based violence, improving economic participation, and empowering women in decision-making roles. These strategies are increasingly incorporated into urban planning initiatives like SUMPs. Major lending institutions like the World Bank, European Investment Bank, and Asian Development Bank also work to ensure that projects address women's mobility and employment needs.

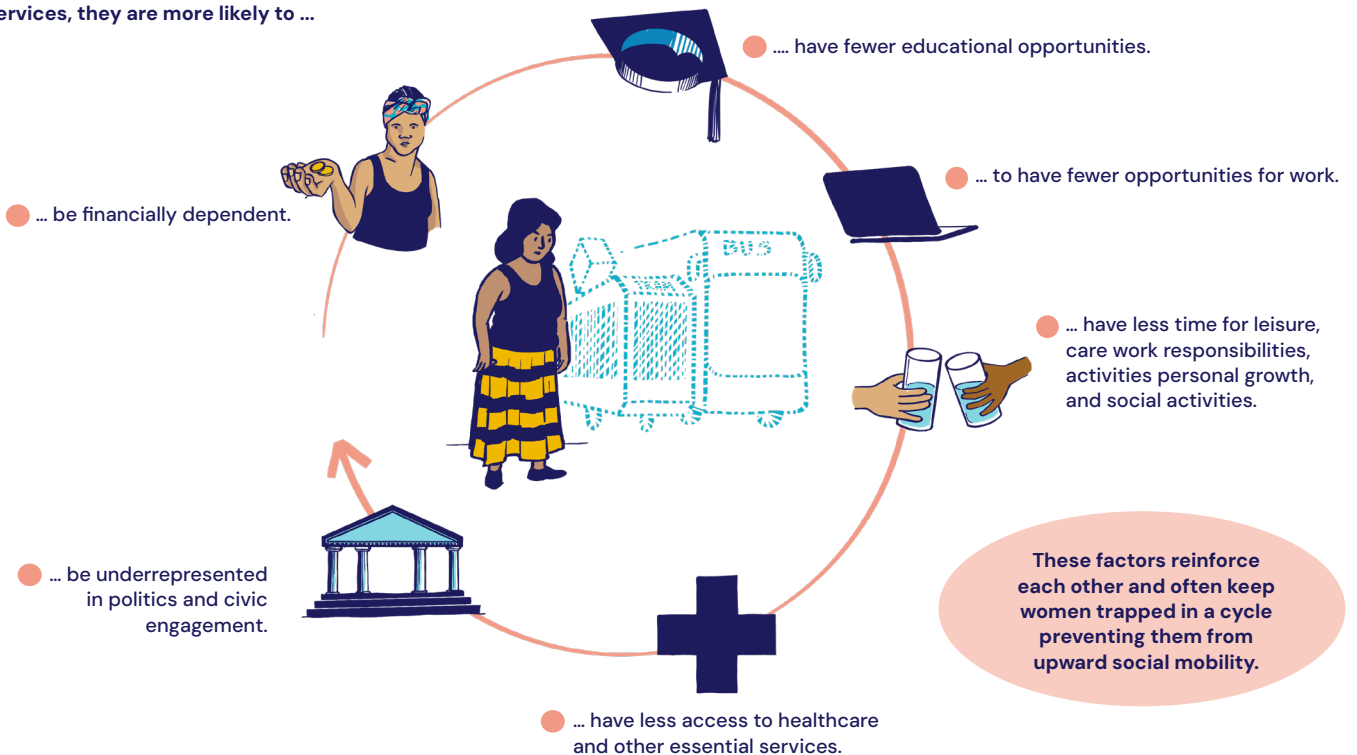
Trip chaining and integrated fare systems



Source: Esther Blodau

The relationship between transport, gender and poverty

As a result of women having less access to mobility services, they are more likely to ...



Source: Esther Blodau

Gender-responsive SUMPs

Gender mainstreaming can take place within a gender-responsive or a gender-transformative approach to SUMPs. This Topic Guide focuses on gender-responsive approaches.

A gender-transformative approach offers a vision for fundamentally changing societal norms, but its implementation is a long-term process that requires significant resources and societal shifts. These measures aim to challenge long-standing inequities and shift underlying gender norms within the transport sector. Gender-transformative actions aim to create lasting, systemic change that not only accommodates women's needs but also

redefines how the city's mobility system functions. Examples include introducing training programs that empower women to become public transport drivers or managers, implementing campaigns that promote safe travel and break stereotypes about women's interaction with urban spaces, or establishing mentoring initiatives that support female entrepreneurship within the mobility ecosystem.

This Topic Guide focuses on and provides tools for a gender-responsive approach. Gender-responsiveness in SUMPs can later evolve into gender-transformative approaches.

Gender-responsiveness is an action-oriented strategy that goes beyond awareness of gender differences by actively

Figure 2

The difference between gender-sensitive, gender-responsive, and gender-transformative approaches to SUMPs

Approach	Gender-sensitive	Gender-responsive	Gender-transformative
Definition	Acknowledges and considers gender norms, roles, and inequity in urban mobility, but does not necessarily address them	Actively identifies and addresses gender inequity in urban mobility by implementing policies and interventions that promote equitable access, safety, and participation for all genders	Addresses the structural causes of gender inequity and aims to transform unequal gender relations through SUMPs.
Extent of change	Acknowledges gender differences	Addresses gender inequities	Transforms gender norms and power structures
Key characteristics	<ul style="list-style-type: none"> Recognises different travel patterns and needs of women and men Considers how mobility interventions may impact women and men differently Identifies gender gaps and inequities in access to transport 	<ul style="list-style-type: none"> Addresses the root causes of gender disparities in transport access and use Designs mobility systems and policies to provide equal opportunities for participation and benefits Enhances opportunities for women and other marginalised groups to access safe and inclusive mobility 	<ul style="list-style-type: none"> Challenges and transform existing gender norms and power dynamics Promotes gender equity as a key outcome and core component of sustainable mobility Ensures meaningful participation of all genders in decision-making and planning processes

addressing gender inequity. This approach also recognises how gender intersects with other social categories such as age, income, social status, migratory status, disability, and ethnicity, leading to further layers of disadvantage.

Objectives of gender-responsive SUMPs

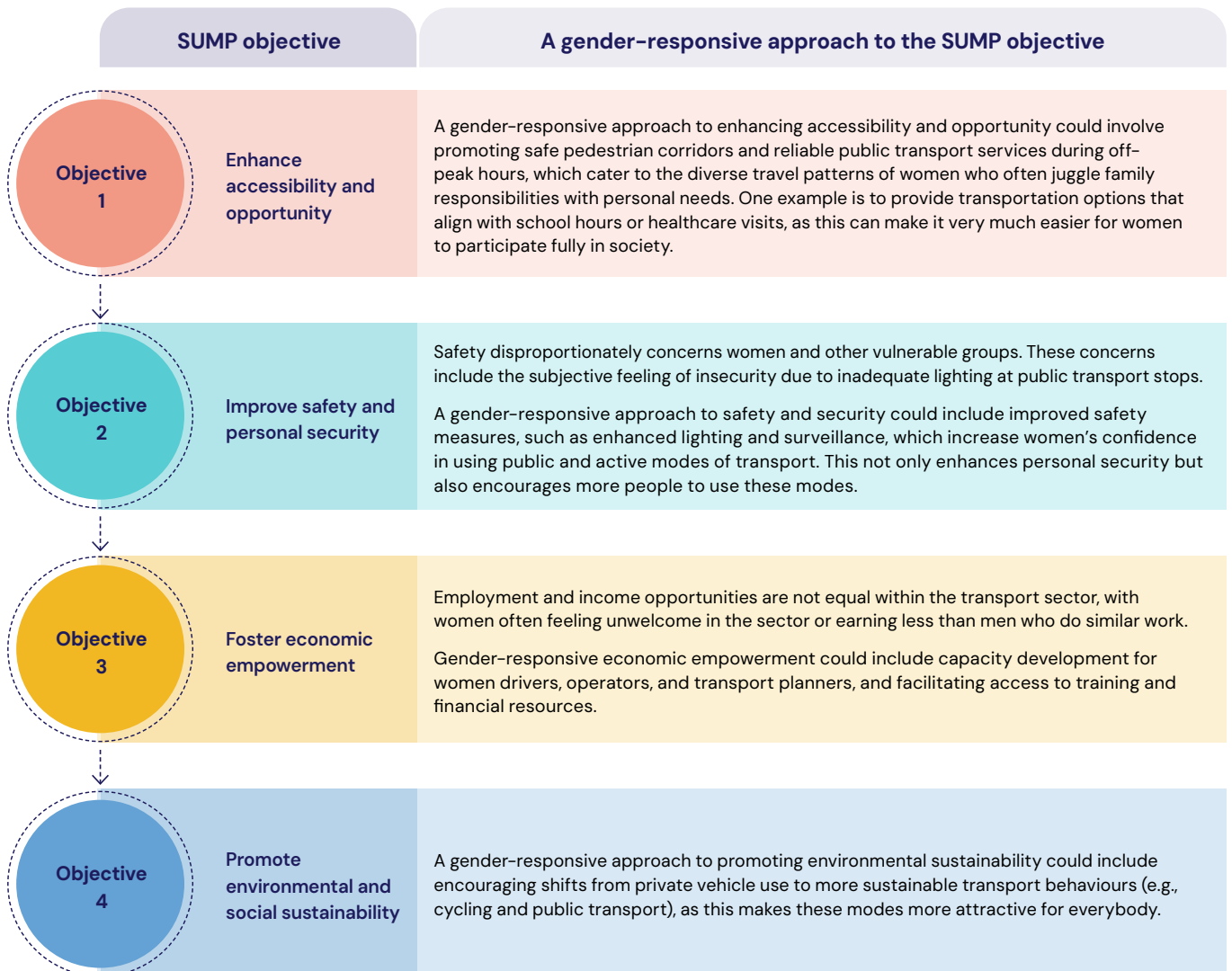
Inclusive mobility is designed to ensure that all people, regardless of gender, enjoy equitable, accessible, safe, and affordable mobility options. A gender-responsive approach aims to design a mobility system that actively addresses inequities, empowers all segments of society, and fosters sustainable urban development.

Key components of gender-responsive SUMPs

Urban mobility planners must adopt a comprehensive and cross-cutting approach to ensure that a Sustainable Urban Mobility Plan (SUMP) is fully gender mainstreamed. This approach will ensure that gender is not treated as an add-on but is integrated into every layer of the planning process, from conception to implementation and evaluation. Data, even gender-disaggregated data, is meaningless if it is not designed and used to develop gender-specific interventions. The evidence used to develop gender-responsive plans should include both quantitative (numeric surveys, large samples, and representative data) and qualitative (narrative, small samples for insight).

Objectives of gender-responsive SUMPS

Figure 3



Integrating gender at every phase of SUMP development

This chapter examines how gender considerations can be integrated into each step of developing a Sustainable Urban Mobility Plan (SUMP), providing a roadmap for implementation.

SUMP Phase I Preparation and Analysis

The Preparation and Analysis phase involves several steps, each designed to ensure that gender is not an afterthought but is integrated into the strategic planning process from the outset.

- **Step 0** Readiness assessment
- **Step 1** Set up working structures
- **Step 2** Determine the planning framework
- **Step 3** Analyse the mobility situation (the gender diagnosis).

→ Step 0 Readiness Assessment

In MobiliseYourCity-supported SUMPs, cities receive technical assistance and manage a contracted consultancy team. In the initial phase of developing a SUMP, the focus is on selecting the right consultancy team to prepare the SUMP.

A crucial first step (Step 0) in developing a SUMP is to ensure that the Scope of Work (SoW) and ToR mandate the integration of gender considerations into the SUMP. For instance, the Terms of Reference (ToR) could specify that the consultancy team bidding for the SUMP must be gender-balanced and demonstrate expertise in gender-responsive data collection, analysis, participatory engagement, and urban mobility planning. Additionally, the ToR could require that the successful consultancy build local capacity in gender analysis and mobility planning. It is also important to include gender considerations within the team that will collaborate with the consultants.

Gender-analysis training was part of the Dire Dawa SUMP process

Example 1

1

Gender-analysis training as part of the Dire Dawa SUMP process

In Dire Dawa, Ethiopia, the consultant team for the SUMP Development shared training and development with city officials in:

- Social impact assessment
- Gender-related challenges
- Social inclusion and social fares
- Data collection and indicators for social inclusion and gender.



Conduct a gap analysis before preparing the ToR

Before preparing a SoW or ToR for a consultancy team, first evaluate the extent of gender-sensitivity or gender-responsiveness of existing transport plans and policies. Start by reviewing the available data at the city level, focusing on gender-disaggregated data, and identifying any gaps.

Surveys often collect information on the gender of respondents, but this data is frequently unused in final analyses or not triangulated with mode choice or mobility behaviours.

Often, the available datasets are incomplete, so they should be thoroughly assessed by experts before being considered as evidence of the current situation. If incomplete datasets must be used, it is important to acknowledge their limitations and gaps. Current

guidance suggests that imperfect data can be integrated under the following four conditions:

1. There is no better data available
2. The data is not overly counter-intuitive
3. The data is essential for project development
4. The degree of uncertainty is noted.

Uncertainty should be described both as a narrative and quantitatively, where possible (e.g., in terms of gaps, probabilities, or dates).

With this foundation, the team developing the Sustainable Urban Mobility Plan (SUMP) can build on existing work, address identified gaps, and gather and analyse new data.

Multiple data sources work together in Medan

Example 2

2

Combining data sources in Medan, Indonesia

The SUMP for Medan highlights gender-based disparities in access to transport, based on gender-disaggregated data. The Diagnostic Report for the SUMP indicates that while men and women have equal access to private vehicles within households, women are less likely to hold driving licenses.

As a result, women depend more on public transportation rather than private vehicles.

The Diagnostic Report emphasises the importance of combining multiple data sources to gain a better understanding of how transportation options are interconnected and influenced by economic inequalities, cultural factors, and social norms. This approach helps reveal the structural barriers that impact mobility access.



Require gender expertise in the ToR, and award contracts accordingly

Ensure that the ToR specify the need for gender expertise within consultant teams. While it is important to mention gender, this alone is not enough. Consultants responding to public tenders will include what is mandated in the ToR but will also seek to provide added value to the client when possible.

This area of work is often referred to as GEDI (Gender, Equity, Diversity, and Inclusion) or GEDSI (Gender, Equity, Diversity, and Social Inclusion).

Finding gender and mobility specialists for a project or study can be challenging, but it is acceptable to require that other experts, such as planners or surveyors, have significant experience in collecting both qualitative and quantitative data related to gender. Further, social development experts with skills or expertise in gender studies, diversity studies, participatory engagement, disability studies, and social impact studies can broaden their approach to include a focus on gender and mobility.

An example of a requirement for a Gender Specialist in a project team

Example 3

3

A Gender Specialist

Below is an example of the requirement for a Gender Specialist in a terms of reference for a transport project in Southern Africa:

- Bachelor's degree and a Master's degree in Gender studies or social sciences, or social development related courses
- At least 10 years of professional experience in SADC region and specific gender experience in the transport sector.



Include a requirement for gender data and analysis in the ToR

To ensure that gender and inclusion are integral to the Sustainable Urban Mobility Plan (SUMP) development, clear requirements for gender data and analysis must be included in the ToR. These requirements should focus on data collection — both quantitative and qualitative —, analysis, stakeholder consultation, and engagement, while avoiding being overly prescriptive.

The Scope of Work (SoW) and related documents should explicitly mandate the team to use gender-disaggregated data and engage with local women's groups and gender-focused organisations.

Manage the SUMP development with gender in mind

Urban mobility practitioners typically manage and monitor the SUMP development at three levels:

- A steering committee
- A technical committee
- A SUMP task force

It is the responsibility of the city or SUMP sponsor to establish gender balance targets for all SUMP committees and working groups, aiming for at least 30% female representation, and designate a gender focal point within each key department or committee.

The SUMP developed for Kumasi was guided by a requirement in the TORs for the consultant team to develop a gendered perspective

4

A gendered perspective on the status of urban mobility

The SUMP developed for Kumasi was guided by an explicit requirement for the consultant team to include gender. The ToR stated the following:

'Review gender related issues and provide a gendered perspective status of urban mobility, including in particular women's travel patterns and how they differ from men's, gender-related inequalities in terms of access to a) public transport and b) services and opportunities offered in the urban area (health care, education, jobs, etc.). On this specific issue, the Consultant is expected to organise a one-day workshop during the diagnosis phase to raise awareness and collect feedback from key stakeholders. It is reminder that all data collected in the study need to be disaggregated by sex. The objective is to have the opportunity here or in another context to better understand situation in a gender perspective.'

'The consultant will carry out at least one stakeholder workshop and three focus groups meetings to better understand key challenges related to urban mobility in the city as perceived by stakeholders and users and their vision for a sustainable future of the mobility in the city. This will concern in particular:

A qualitative analysis: focus group interviews with representative groups of the city's population on mobility practices and needs in the city (frequency of trips, trips motives, specificities men versus women, transport budget, public transport service quality, etc.). Women should be included in all.'



In Medan, the ToR required a gender perspective in the SUMP process

5

Gender and inclusive mainstreaming in SUMP development for Medan

The ToR for SUMP development in Medan required the consultant to conduct a gender-focused analysis and organise a one-day workshop during the diagnosis phase to elevate awareness and collect feedback from key stakeholders on gender-related issues.

The ToR also required a review of gender-related inequalities concerning access to public transport and urban opportunities, particularly examining women's travel patterns, safety, and access to services.



→ Step 1 Set up working structures with a gender perspective

In this step, organisational and coordination systems are established to ensure a sustained focus on gender issues throughout the SUMP process.

This can be achieved by:

- Forming a core planning team that includes designated gender champions — individuals experienced in gender issues who can advocate for inclusive planning
- Creating a dedicated Gender Advisory Group comprising local gender experts and women's organisations
- Scheduling regular capacity-building sessions or workshops to ensure all team members understand how gender affects urban mobility and how to apply these insights in practical terms.

→ Step 2 Determine the planning framework

Once the working structures are established, the next step is to outline the overall planning framework for the SUMP. This involves defining the geographic area, time frame, and key objectives for the SUMP, all while considering existing gender disparities in the city — such as reviewing demographic information and identifying areas where women or other marginalised groups face limited access to transport.

The planning framework guides the SUMP process by establishing technical and operational parameters and embedding gender-sensitive priorities.

This helps ensure that every part of the process, from infrastructure investments to service design, is aligned with the broader goal of equitable mobility.

The Kumasi SUMP benefits from a gender champion

Example 6

6

Kumasi SUMP benefits from gender champions

The SUMP team in Kumasi benefited from an internal gender champion, who served as the deputy director of the planning department. 'Without her pushing the process, we would not have had a gender-aware plan,' say stakeholders.

The project team also included a skilled and experienced gender consultant who conducted focus groups: 'When it came to the gender aspect, the whole room lit up. You could see the willingness to engage.'



→ Step 3 Analyse the mobility situation – the gender diagnosis

The information gathered through the gender diagnosis serves as the baseline for all subsequent steps in the SUMP cycle. It ensures that the plan's objectives and measures directly address the mobility challenges experienced by diverse gender groups.

The final step in the preparation and analysis phase is to conduct a comprehensive gender diagnosis of the current mobility situation. This involves collecting both quantitative and qualitative data to understand how different groups, including women and other marginalised communities, experience urban transport.

Data collection should extend beyond mere numbers to include field observations, interviews, and focus groups. This approach captures perceptions around safety, comfort, travel time, and overall quality of service. The objectives of a gender analysis are to assess the root causes of gender inequity in transport, considering individual, household, community, systemic, and institutional levels — not only to acknowledge the existence of inequity.

The data must identify gender gaps or inequities in service accessibility, operational hours, and vehicle comfort. The information gathered through this diagnosis establishes the foundation for all subsequent steps in the SUMP cycle, ensuring that the plan's objectives and measures effectively respond to the mobility challenges faced by diverse gender groups.

Collect gender-disaggregated data

Collect data that is broken down by gender, along with other intersectional factors such as age, income, or disability. It is essential that the data collected can be used to inform the design of interventions and measures. When collecting any data, data privacy must be strictly enforced — all protocols regarding confidentiality and anonymity must be followed.

Collect quantitative and qualitative data

Quantitative data typically involves household travel surveys, roadside surveys, trip diaries, infrastructure audits, or other numerical data or counts. This can include safety audits of public spaces and public transport facilities to

Understanding commuting patterns

Graphic 3

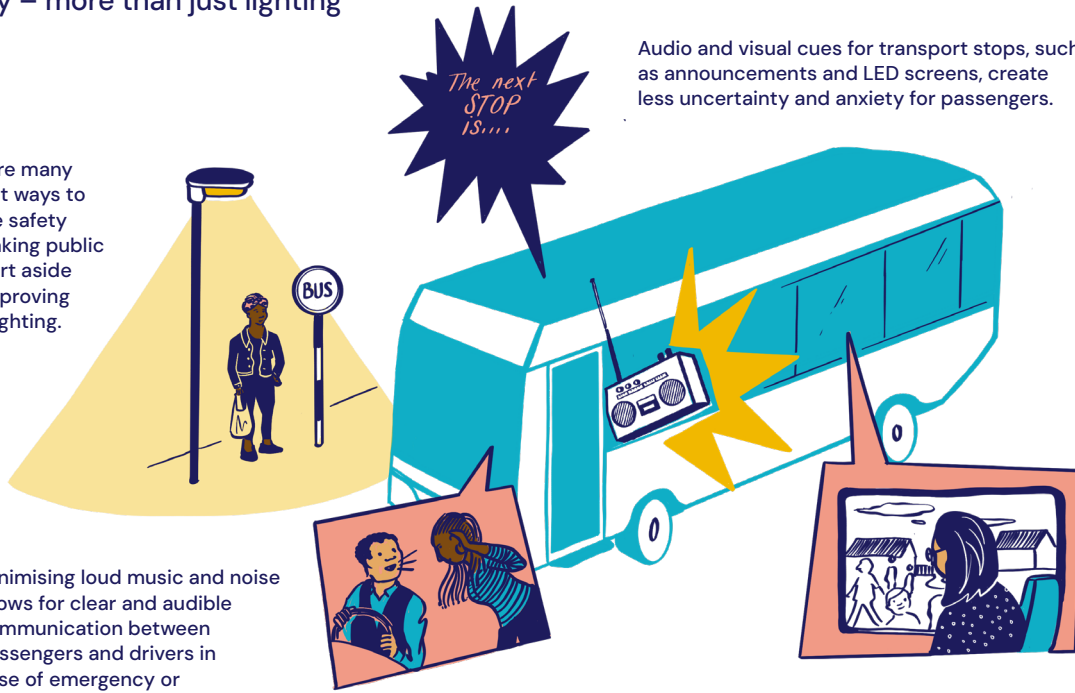
Historically and still today, urban public transport often serves the needs of a typical male 9 to 5 commuter.



Source: Esther Blodau

Safety – more than just lighting

There are many different ways to improve safety when taking public transport aside from improving street lighting.



Audio and visual cues for transport stops, such as announcements and LED screens, create less uncertainty and anxiety for passengers.

Minimising loud music and noise allows for clear and audible communication between passengers and drivers in case of emergency or harassment.

Fully transparent windows allow women to scan their surroundings.

Source: Esther Blodau

Digital ticketing facilitates gender-disaggregated data collection in Delhi

7

Digital ticketing in Delhi facilitates gender-disaggregated information

In Delhi, the public transport system employs digital ticketing systems to gather gender-disaggregated data. This includes electronic ticketing machines (ETMs), mobile applications, and smart cards, which allow for data collection on gender, age, and disability. This data helps to understand travel patterns and improve service provision for women and other marginalised groups.



identify and rectify issues, such as inadequate lighting or security features, which may deter use among vulnerable women and other groups.

Qualitative data typically involves focus groups, key informant interviews, trip diaries, and other qualitative research methods. This data is reported as a narrative and can use smaller samples than quantitative data. Qualitative data is best suited for developing deep insights into a situation and understanding feelings, attitudes, fears, and visions. Both types of data guide planners toward targeted, specific interventions that meet users' needs.



The table on the next page suggests ways to leverage qualitative data to explore and deepen insights around quantitative findings.

Analyse data by gender

A gender analysis examines the roles, needs, opportunities, and power dynamics related to travel behaviours and access to mobility resources. The goal of identifying inequities and unmet needs is to inform more responsive and equitable interventions and programs. It is essential to use gender-disaggregated data to understand varied travel behaviours, needs, and challenges, and to incorporate these findings into planning and interventions.

Furthermore, the gender analysis should consider the broader impacts of unsafe or inadequate mobility for women, including access to education and employment.

Using qualitative data to explore and deepen insights around quantitative findings about how women travel

 Quantitative (gender-disaggregated)	 Qualitative (gender-disaggregated)
Why do people travel? (Trip purposes)	How do these trip purposes relate to gender roles in the community or society?
How many people do they travel with? (Children, elders, etc)	How do they experience care-trips with respect to facilities? How easy is it to travel with elders? Children?
What is the main mode of travel?	Explore how comfortable, convenient, accessible, and desirable their main mode is.
How long is the total journey?	Explore how the journey feels, and what could make the same journey more comfortable.
How many legs do respondents make on a typical journey?	Explore whether respondents could make the trip with fewer legs but are hindered by cost, safety, access, or time.
What time do the respondents leave home? And return?	How do these travel times affect their ability to rest, meet family obligations, etc?
How many modes do travellers use on a typical trip?	Explore whether respondents could make the trip with fewer modes but are hindered by cost, safety, access, or time.
How long do travellers wait when changing modes?	Explore how the respondents feel while waiting, and what could make waiting times more comfortable. How are public transport schedules aligned with various daily schedules among women or men?
What time of day do respondents travel?	Explore the challenges respondents experience at or off peak.
What distances do respondents travel on which mode?	Explore whether respondents could make the trip over a shorter distance but are hindered by connections, modes, cost, safety, access, time.
How much do the respondents spend a day/week/month on travel?	Explore whether respondents struggle to afford transport fares (and if women, if they have to ask their fathers/husbands for fares). What challenges do they experience?
For how long do respondents walk?	What are the walking conditions like? How could these be improved?
Have respondents seen others being harassed or robbed?	What have been the responses of bystanders/authorities?
Have t respondents been being harassed or robbed?	What have been the responses of bystanders/authorities?
How safe do respondents feel?	What could make respondents feel safer?
Does public transport serve their needs?	Explore what needs respondents have that are not served?
How often do respondents travel?	Explore the types of trips individuals cannot make, and why – how does this affect their lives?
How often do respondents have to stand on public transport?	What is the impact of this on travel decisions? Does this mean respondents might take longer routes? More expensive modes? Avoid travel?
How crowded is public transport (likert scale)?	What is the impact of this on travel decisions? Does this mean respondents might take longer routes? More expensive modes? Avoid travel?

8

Gender-specific infrastructure audits in Cordoba

Infrastructure analysis typically focuses on pedestrian and cyclist facilities, public transportation infrastructure, the road network, and intersections/circulation.

In Cordoba, the assessment as part of the Sustainable Urban Mobility Plan (SUMP) also addressed the physical conditions necessary for walkability and accessibility, including the presence of ramps at corners and the absence of obstacles on sidewalks.

It also mapped care-related infrastructure such as health facilities, the Women's Comprehensive Centre, daycare centres, and Non-Governmental Organisation (NGO) service locations, taking into account both daytime and nighttime usage patterns. The assessment of public transport highlighted varying quality levels of bus stops, with most lacking adequate shelter, seating, and protection from weather conditions.



9

Ambato goes the extra mile to hear the voices of rural women

In Ambato, city planners concentrated on the unique mobility challenges faced by rural women who travel to the city to sell their products. Recognising that these women often encounter significant barriers—such as inconsistent transport services and safety concerns—the city conducted a comprehensive qualitative analysis.

Focus groups and interviews with 10 diverse groups in Ambato provided valuable insights into the mobility challenges and concerns of different population segments, including the elderly, indigenous people, farmers, women, and individuals with disabilities.

A key finding was the substantial mobility barriers experienced by rural and indigenous women in Ambato. These women face inadequate and infrequent public transportation options in their communities, forcing them to rely on overcrowded and unsafe informal transport modes, such as pickup trucks. When they use public transport, they often travel with agricultural products, goods, and children, making the buses uncomfortable and hard to access. The lack of connectivity between rural and urban areas further limits their mobility, restricting their access to essential services and economic opportunities. Since many of these women depend on selling their agricultural products in city markets, reliable transportation is vital for their livelihoods.

Moreover, these women reported experiencing discrimination and mistreatment when using public transportation, sharing incidents of disrespect, impatience, and sexual harassment from bus drivers and other passengers.

The focus groups and interviews proposed several measures to address these challenges, such as increasing the frequency and coverage of public transport services in rural areas, improving the safety and comfort of informal transport modes, and promoting more inclusive and respectful attitudes among transport providers and passengers towards women, especially those from indigenous and rural communities.



Medan: including gender as a determinant in mobility system diagnostic

Example 10

10

Medan includes gender in its mobility system diagnostic

The SUMP Diagnostic Report for Medan explicitly addresses gender differences in mobility patterns, access to transport, and safety concerns. Gender-disaggregated data on travel behavior and mobility patterns was collected and analysed. The SUMP includes data that differentiates between men and women on various aspects of mobility, such as trip purposes, access to private vehicles and driving licenses, and mode choice. This data was gathered through the SUMP investigations, which comprised surveys, interviews, and focus group discussions with diverse stakeholders.

The analysis highlights significant differences between men and women, including trip frequency and purpose, access to transportation resources, and perceptions of safety. The report visually represents these gender-disaggregated findings through figures and charts.



SUMP Phase II Vision, goal setting and scenario building/strategy development

Stakeholder engagement and public participation are essential for setting goals and developing scenarios, which in turn influence the strategic direction of the SUMP. This phase can help create a shared vision of sustainable

mobility that is inclusive and responsive to gender needs. Sustainable urban mobility planning is inherently participative, aimed at addressing the mobility needs of those living in the project area. Individuals affected by decisions have a right to be involved in the decision-making process.

Gender data collected in Yaounde reveals the desires and aspirations of women

Example 11

11

Gender analysis in Yaoundé

Data from the mobility diagnosis showed a slight difference in the number of journeys made by women compared to men. In Yaoundé, women travel more by foot or motor-taxi and make only half as many journeys using private cars as men do. This disparity is linked to significant differences in full-time formal employment, with 15% of women employed full-time compared to 27% of men.

Employment data shows that men are more likely to be in full-time jobs while women often remain at home, likely due to family responsibilities, indicating a traditional patriarchal society. However, surveys revealed that many women desire to work, with 64% of those unemployed and seeking work being women.



Different stakeholders — whether women, men, or members of vulnerable groups — may be affected differently by specific measures depending on their identity, income, age, or level of education. As such, they may have distinct priorities and perspectives on resource allocation, which the transport planning process must capture to effectively address the needs of various groups.

Engaging a diverse range of participants fosters co-creation and enhances understanding of community needs, highlighting gaps in current transport provision. Involve technical experts, such as local universities, specialists in gender and inclusive mobility, women's organisations, associations for people with disabilities, community leaders, and grassroots organisations that support individuals with various vulnerabilities, including migrants.

Steps to include gender during the strategic SUMP phase

Step 4 Create and co-create scenarios

Step 5 Develop vision and objectives with the stakeholders

Step 6 Set indicators and targets

Ensure meaningful participation by women and other marginalised groups

Collecting data about women or other marginalised groups through quantitative or qualitative methods is not enough; the data must guide interventions, and data collection methods must ensure women can participate. Here are several practical approaches to achieve this:

Target outreach to women and vulnerable groups. Make specific efforts to reach out to women's organisations and community groups representing vulnerable populations (e.g., the elderly, low-income individuals, people with disabilities, etc.) to ensure their voices are heard. A general invitation may not be sufficient to reach women.

Recognise the constraints that women and vulnerable groups might have. Ensure that data collection methods include women's voices and women's time and other constraints into account, to ensure that

women's voices are not excluded.

- Conduct interviews and surveys at times when women are travelling, otherwise their trips will not be captured.
- Conduct interviews and surveys when women are likely to be available.
- Schedule interviews away from times that coincide with family and household commitments.
- Offer to cover travel costs for women to attend sessions.
- Ensure that women are interviewed by female interviewers.
- Schedule one-on-one interviews rather than using door-to-door surveys.
- Always obtain informed consent.

Capture diverse perspectives through consultation processes: Include participatory methods specifically designed to gather input from women and vulnerable groups, such as focus group discussions.

→ Step 4 How to include gender in SUMP scenario building

When creating future scenarios for the Sustainable Urban Mobility Plan (SUMP), it is crucial to incorporate gender considerations to reflect the unique needs and challenges faced by different groups. To achieve this effectively, consider the following:

- **Develop scenarios for trip chaining and care-related mobility.** Recognise that many individuals, usually women, often combine multiple errands, such as caregiving, shopping, and work, into a single journey. Explore how services can be tailored to support these patterns.
- **Include diverse travel patterns, focusing on off-peak service requirements.** Plan services not only for traditional rush hours but also for early mornings, late evenings, and weekends when many essential trips occur, especially for those travelling outside of typical commuting hours.



Above and on the right:
Mixed stakeholder engagement session in Malawi during Covid-19. Credit: Gail Jennings



Below: Urban Catalysts undertake data collection from women in Delhi. Credit: Shradha Gupta



Kumasi: Focus groups were a requirement in the ToR for the SUMP

12

Focus groups were a requirement in the ToR for the SUMP in Kumasi

The ToR for the Kumasi SUMP required that the diagnostic use qualitative analysis, including 'focus group interviews with representative groups of the city's population on mobility practices and needs in the city (frequency of trips, trips motives, specifically men versus women, transport budget, public transport service quality, etc.).'

Six focus group discussions were organised on the following topics: paratransit and collective transport, gender issues in mobility, mobility in suburban/rural communities, trading activities and mobility in the CBD, providing transport services to the vulnerable, and mobility to and inside the university.

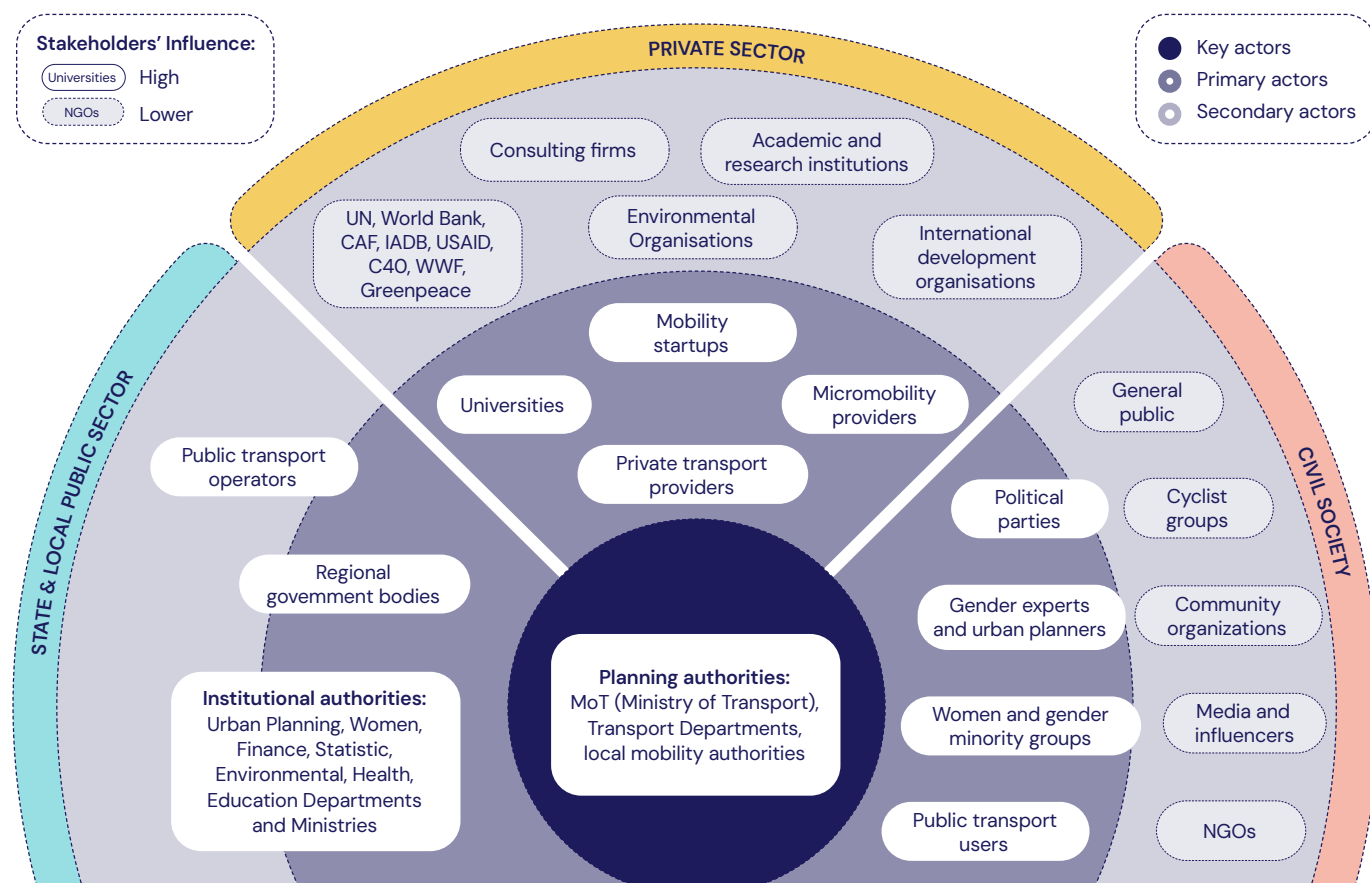
In addition to one single-issue focus group about gender, which was women-only, every group included women.

In focus group 1, 'Gender issues in mobility', the group was 100% composed by women. Participants included public transport riders with varied ages, women travelling long distances by foot, and women travelling accompanied by someone (elderly people, children, or any other related who needs assistance to travel). In further focus groups, including traders, and people with disabilities, women were also included.



- **Address safety concerns for women and vulnerable groups throughout the city.** Identify areas where these groups feel particularly unsafe and plan improvements, such as enhancing lighting and making public transport stops less isolated. The goal is to ensure these areas are welcoming and safe for all.
- **Evaluate and compare scenarios based on their impact on different gender groups.** Use clear indicators to track changes in safety and security as services improve, ensuring that each scenario is assessed for its potential to enhance or hinder equitable access.
- **Engage stakeholders who represent women's interests in the scenario-building process.** Their insights and perspectives will help shape scenarios that resonate with the daily realities of diverse community members, ensuring that proposed solutions are practical and empowering. By incorporating these elements into the scenario-building process, the decisions made in the

SUMP will better reflect the diverse needs of the city's population, ultimately contributing to a more liveable environment for women.

Key stakeholder categories in gender and SUMP¹

Source: Based on the 'Stakeholder Mapping tool' from GlZ and its program Changing Transport. Available at: https://changing-transport.org/wp-content/uploads/2020_tool_stakeholder_map.pdf

→ Step 5 How to include gender in a SUMP vision

A vision is an inspiring statement that looks forward and captures what the city aims to achieve in terms of transportation and quality of life. The process should begin with a deep understanding of the community's diverse experiences and expectations. Below are key insights for developing a gender-responsive vision:

- **Start with collaborative dialogue.** Bring together a diverse group of stakeholders — including women's organisations, community groups, transport experts, and local policymakers — to brainstorm a shared vision. This collaborative process should encourage participants to share personal experiences and articulate a future where mobility is equitable and responsive to different needs. Emphasise how transportation improvements can empower all citizens, enhancing economic opportunities and promoting social inclusion.
- **Develop an aspirational narrative.** Craft a vision statement that paints a picture of a city where safe, accessible, and efficient mobility is a natural part of daily life for everyone. Consider using language that highlights a commitment to transforming public spaces, enhancing security in public transport environments, and recognising caregiving and trip-chaining needs. This narrative should resonate emotionally while demonstrating a commitment to gender equality.
- **Ground the vision in local realities.** Use findings from the gender diagnosis and broader community research to inform the vision. Rather than being abstract, the vision should reflect measurable aspects, such as improved accessibility for women in underserved neighbourhoods or enhanced safety features in public transport nodes. By linking the vision to locally identified needs, the plan becomes both aspirational and practical.
- **Incorporate a commitment to inclusivity.** Ensure that the vision statement explicitly acknowledges the need to address disparities, such as committing to an urban mobility future that reduces gaps in access between different gender groups. This clarity can guide all subsequent planning decisions, creating a framework where gender-responsive policies are non-negotiable.

- **Refine the vision based on feedback.** Draft a preliminary vision and then refine it by seeking continuous feedback from stakeholders, especially those representing women and marginalised communities. This iterative process ensures that the vision accurately reflects their aspirations and clarifies any ambiguous language to highlight concrete, gender-responsive goals.
- **Align the vision with broader urban goals.** Position the mobility vision as part of a comprehensive strategy to enhance overall urban livability. Link transport improvements to social, environmental, and economic

outcomes that benefit all citizens. Articulating how better mobility leads to healthier, safer, and more inclusive urban environments reinforces the idea that gender equality is essential for a thriving city.

By following these steps, planners can develop a general SUMP vision that not only serves as a guiding star for future policies and measures but also deeply embeds gender equality into the core of a SUMP. This enriched vision becomes a powerful tool for rallying all stakeholders around a common, inclusive objective, setting the stage for a SUMP that delivers tangible benefits for every segment of the population.

Example 13

An example from Havana: gender inclusion in a SUMP vision

13

Havana includes gender in its city vision

The Havana SUMP places a strong emphasis on promoting gender equity and inclusivity within the city's mobility system. This vision was developed through collaborative dialogues that involved over 150 participants, including sociologists, gender experts, and representatives from women's organisations like the Federation of Cuban Women. This participatory approach allowed the plan to recognise the unique mobility needs of women in Havana, such as their greater reliance on public transport, complex travel patterns due to caregiving responsibilities, and safety concerns regarding harassment on buses. Building on this understanding of the local context, the SUMP's vision states:

'The vision of Havana's SUMP is to achieve a sustainable, efficient, and high-quality mobility and transport model that responds to social needs and demands, promotes universal accessibility to transportation, contributes to environmental and public health improvements, fosters the city's sustainable development, and enhances territorial cohesion, with citizens as the fundamental pillar of the SUMP.'

This inclusive vision statement was further refined based on feedback gathered during multiple workshops and interviews with female passengers and transport workers. Importantly, the vision was also aligned with Havana's broader goals around environmental protection, sustainable development, and territorial cohesion.



→ Step 6 How to include gender in SUMP indicators and targets

The vision for the Sustainable Urban Mobility Plan (SUMP) can only be translated into actionable outcomes if it includes measurable indicators and realistic targets. To effectively capture and track gender considerations throughout the implementation phase, planners should develop SMART objectives — Specific, Measurable, Achievable, Relevant, and Time-bound. This approach involves setting clear performance metrics that reflect gender-responsive outcomes and designating entities responsible for achieving these objectives.

Develop SMART Objectives. Each objective should clearly state the expected outcome and include either quantitative or qualitative measures to ensure effectiveness. For instance, an objective could be: 'Increase the proportion of female public transport users by 15% within five years by collecting disaggregated data on ridership at least once a year.' This target is clear and measurable, guiding policy decisions and operational improvements.

Define Measurable Indicators. It is essential to establish indicators that measure key aspects, such as accessibility, safety, and service quality, from a gender perspective. Examples of such indicators may include:

- Number of reported and resolved cases of sexual harassment on public transport
- Percentage of transport staff (drivers, conductors, etc.) who are women, as well as percentage of transport management staff who are women (a % increase against baseline)
- Number of well-lit pedestrian routes connecting residential areas to public transport stops (a % increase against baseline)
- Percentage of women using public transport during off-peak hours
- The percentage of women and girls who can walk to a key destination within 15 minutes (a % increase against baseline)
- The percentage of households that spend more than 10% on meeting their transport needs

- Percentage of women (a % increase against baseline) who perceive their street network to be safe, comfortable, and convenient
- A reduction against baseline in women's and girls' waiting time for public transport in peak and off-peak hours
- Percentage increase in public ablutions for women close to public transport interchanges

To ensure reliable measurement and monitoring over time, these indicators must be clearly defined and consistently applied.

- **Set clear targets for different timeframes.** Establish targets for various intervals to monitor progress and make timely adjustments — short-term, medium-term, and long-term. For example, you might set baseline measurements for the current year, conduct mid-term reviews five years from the baseline, and establish long-term targets ten years from the baseline. This phased approach allows planners to track progress, assess whether interventions are achieving their intended goals, and modify strategies as needed.
- **Assign responsibilities for monitoring and evaluation.** Designate specific entities or departments to be responsible for regularly reviewing these indicators. These responsibilities should be clearly outlined in project documentation to ensure transparency about who tracks progress, collects data, and reports on outcomes.

Ambato tracks changes in travel behaviour among women

Example 14

14

Ambato tracks changes in travel behaviour among women

In Ambato, the city established a set of gender-specific indicators to monitor its progress over multiple timeframes. The planning team created a baseline in 2021 and set subsequent review points for 2027, 2036, and 2043. Most indicators were scheduled to be measured every two years to capture incremental improvements.

Key indicators include the percentage of trips made by women using different modes of transport, with a target of increasing women's use of public transport from 45% in 2021 to 60% by 2043, and the percentage of women with travel times over 45 minutes, reducing the time needed from 17% in 2021 to 10% in 2043.

This structured approach allows to adjust the strategies of the city in a timely manner, ensuring that the SUMP remains responsive to gender-related challenges.



Dire Dawa: inclusion of detailed and gender-specific indicators in its SUMP

15

Dire Dawa includes detailed and gender-specific indicators in its SUMP

In Dire Dawa, the SUMP includes a number of indicators that specifically measure the gender-responsiveness of the transport sector.

These include:

- The number of trainings for SUMP staff in social inclusion and a gender approach
- The share of women in the paratransit (informal public transport) workforce
- Percentage of projects presented in awareness-raising events that included gender and social inclusion
- The percentage of actions discussed in awareness-raising events that included gender and social inclusion.



Gender indicators are requirements in the ToR for the development of the Kumasi SUMP

16

Indicators guide measure planning in Kumasi

In Kumasi, the SUMP ToR clearly noted that during the goal setting and prioritisation process, the consultant must consider the following aspects:

- Limit the increase of GHG emissions
- Improve pedestrian and bike mobility
- Improve women's urban mobility
- Improve road safety
- Improve the street network
- Improve the freight management around the central market
- Reinforce economic growth, limiting the investment and operational cost of programs, or focusing on improvements in the central area of the city.



SUMP Phase III Measure planning

In this phase, the focus shifts from defining strategic visions and indicators to turning those high-level goals into actionable measures. This is where the plan moves from abstract ideas to concrete interventions designed to improve urban mobility in a way that is responsive to gender-specific needs.

The following steps provide guidance on incorporating gender-responsive and gender-transformative measures, establishing robust governance to implement these measures, and ensuring dedicated budget lines to support gender-specific initiatives. These are the steps:

- **Step 7** Select measure packages with stakeholders
- **Step 8** Agree on actions and responsibilities
- **Step 9** Prepare for adoption and financing

→ Step 7 Select measures that address women's mobility needs

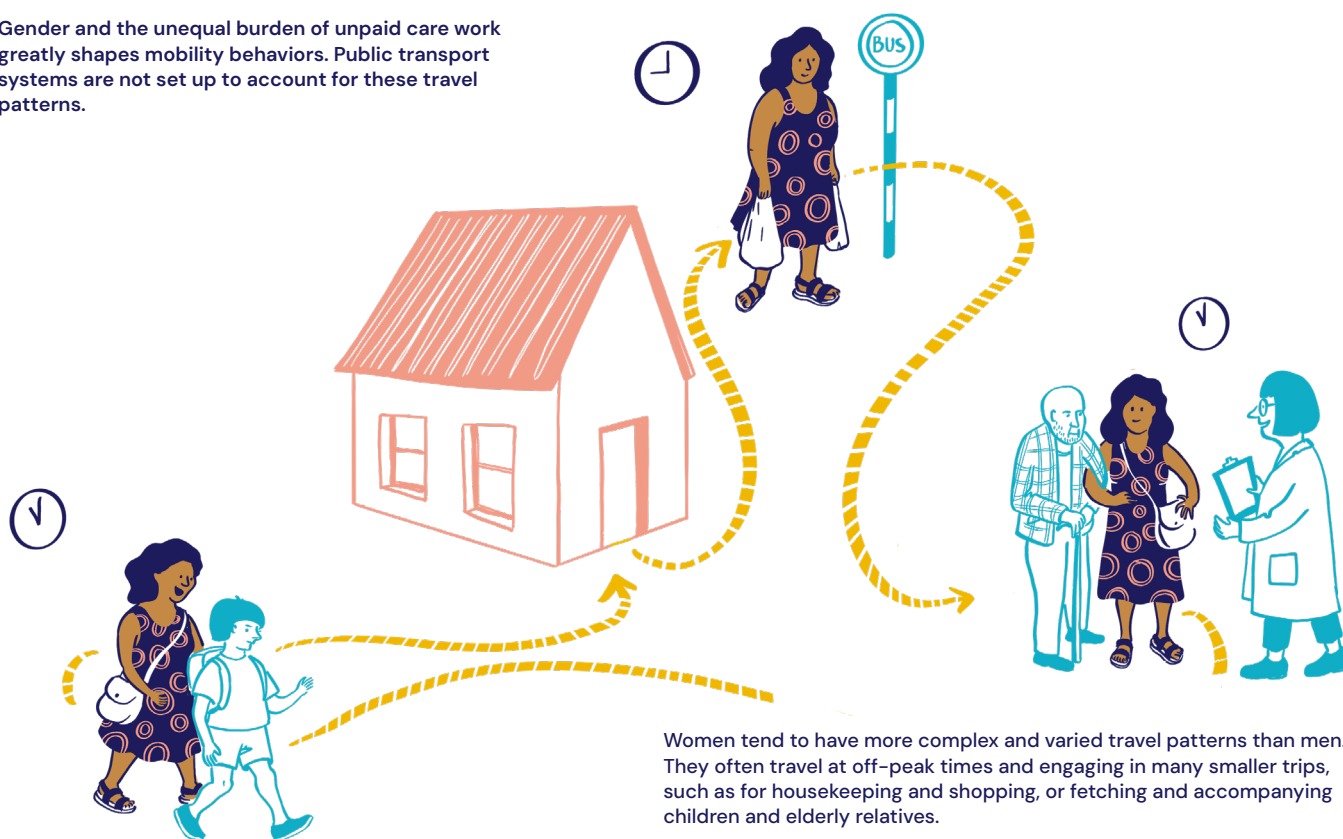
This step focuses on translating the gender analysis into practical interventions. To design measures that improve mobility for women, identify both immediate responses (gender-responsive measures) and deeper initiatives aimed at transforming power relations and social norms (gender-transformative measures). These actions should be informed by the data collected in the gender diagnosis and tailored to the specific context of the city.

To start, planners should review the gender diagnosis to identify key issues, such as safety during off-peak hours, inadequate public transport connectivity for care-related trip chaining, and the presence of particularly unsafe areas in certain neighbourhoods. Based on this analysis, the SUMP team can develop a range of targeted measures to address these issues.

Understanding commuting patterns

Graphic 5

Gender and the unequal burden of unpaid care work greatly shapes mobility behaviors. Public transport systems are not set up to account for these travel patterns.



Women tend to have more complex and varied travel patterns than men. They often travel at off-peak times and engaging in many smaller trips, such as for housekeeping and shopping, or fetching and accompanying children and elderly relatives.

Source: Esther Blodau

Gender responsive measures

Gender-responsive measures are practical, often incremental improvements that adapt existing systems to serve the needs of women better. For instance, enhancing the lighting and security features at bus stops, adjusting service timetables to cover off-peak hours when caregiving responsibilities limit travel flexibility, or reconfiguring public transport routes to improve connectivity between residential areas and markets. The goal is to eliminate existing barriers and enhance the overall user experience for individuals who have been historically underserved.

Developing infrastructure that explicitly considers gendered needs is essential for creating inclusive and

accessible urban environments. This includes designing bus stops in safe and convenient locations, ensuring sidewalks are well-maintained, and creating dedicated bicycle lanes that are easily accessible to women. Moreover, various infrastructure interventions — such as bus stop design, access to stops and stations, lighting, and seating areas — not only benefit women but also improve mobility for other underserved groups.

Additionally, safe road infrastructure is particularly important for women, as they often travel with children or elderly family members. To enhance safety and accessibility, key measures include well-designed pedestrian crossings with mid-way refuges near schools, healthcare facilities, and faith centres, as well as wide, well-maintained sidewalks and pedestrian-friendly areas.

Graphic 6

What is planned for vs. What is needed

Transport has been planned with only a certain group in mind for the longest time. In reality, there are improvements that can be made to make sure transport is inclusive and caters to all.



Frequent peak hour services.

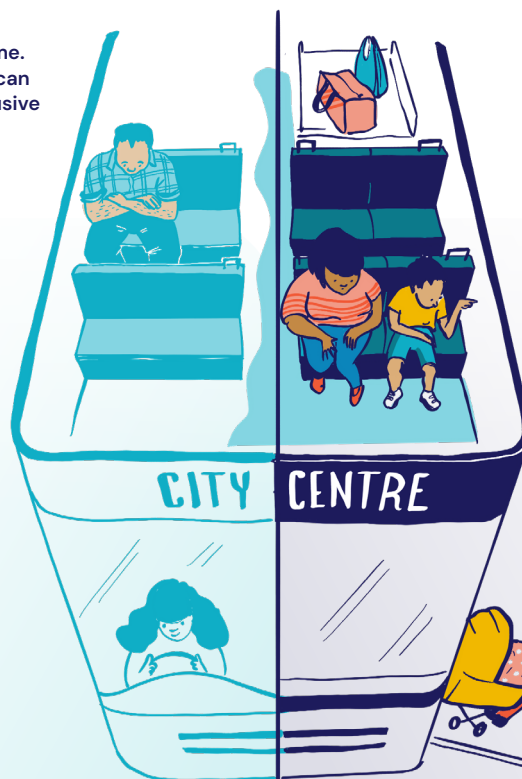


Speed and efficiency.



Direct connections.

What is planned for



Storage space for larger luggage items.



Comfortable seating and space for children.

Access to restrooms and places to change babies.



Inclusive design facilities for children and elderly.

Ramps to allow access for all.

What is needed

Source: Esther Blodau

17

Gender is an explicit cross-cutting issue in the Kumasi SUMP

In Kumasi's SUMP, there are few gender-specific measures, but the mobility planners note that the 'SUMP provides gender-responsive actions which considers gender as a cross-cutting issue'. These include:

The conditions of non-motorised transport are widely improved with the provision of quality sidewalks and systematic lighting, providing both better conditions for women travelling on foot (whom are more than men) and reducing the feeling of insecurity in the streets. The streets design guidelines will also propose concepts which includes safety by design.

The professionalisation of the paratransit system (quality trotro services) will help to enhance regulation and the quality of service, which should lead to an offer better adapted to the demand (therefore less competition between passengers to board vehicles), and a general improvement of the safety conditions (vehicles renewal). Women will be the first impacted by this.

The introduction of formal public transport (Quality Bus Services, Bus Rapid Transit) will improve the public transport system, which is mostly used by women, and contain the travelling costs. It will also guarantee an equality towards the 'right to board the vehicle', an easy access with low-entry floors for example, and more requirement for the drivers. An important topic in the introduction of these modes will be the possibility for people (mostly female traders) to easily carry goods onboard.'



→ Step 8 Agree on actions and responsibilities: develop governance mechanisms to implement gender-specific measures and responsibilities

To effectively implement gender-responsive measures, strong governance structures are essential. These structures should establish clear roles, accountability, and foster collaboration across sectors. Here are some recommended steps to ensure that gender considerations are integrated into action:

- **Establish clear roles and accountability.** Assign a gender task force or focal point within the planning team, and clearly define responsibilities for monitoring and coordinating gender-specific measures. This information should be documented in formal policies and internal guidelines.
- **Integrate cross-sector collaboration.** Form inter-departmental committees that include representatives from various sectors such as transport, urban planning, public safety, and social services. This collaborative approach ensures that gender considerations are consistently evaluated across initiatives and that diverse perspectives are taken into account.
- **Formalise stakeholder engagement.** Organise regular forums or review meetings with stakeholders, including women's organisations, community leaders, and civil society groups. These platforms will provide ongoing feedback and allow for adjustments to measures as needed, ensuring the policy remains responsive to local conditions.
- **Develop monitoring protocols.** Establish procedures for tracking the progress of gender-responsive initiatives. Regular reporting, review cycles, and adjustment committees should be implemented to uphold transparency and maintain institutional accountability.

→ Step 9 Prepare for adoption and financing: create dedicated budget lines for gender-responsive measures and initiatives

Gender-responsive measures must be adequately funded to be implemented effectively. Allocating a dedicated budget is essential for this purpose:

- **Introduce gender-specific budgeting.** Create distinct budget lines within the overall Sustainable Urban Mobility Plan (SUMP) budget earmarked explicitly for gender initiatives. This approach emphasises the importance of gender considerations in SUMPs and protects resources from being absorbed by general transport project expenditures.
- **Develop financial plans with phased targets.** Establish clear financial milestones for gender-responsive actions by setting short-term, medium-term, and long-term targets. These phased targets allow for regular assessments and necessary adjustments.
- **Assign funding responsibilities.** Designate the departments or agencies responsible for managing and reporting on the gender budget. This enhances accountability, ensuring that funds are tracked and that outcomes align with established targets.

By integrating specific measures that address women's mobility needs, developing robust governance mechanisms, and allocating dedicated budget lines, cities can ensure that gender-responsive initiatives are not only included in the planning stages but also effectively implemented and evaluated.

SUMP Phase IV Implementation and monitoring

In Phase IV, the focus shifts from planning to action. This phase involves implementing the Sustainable Urban Mobility Plan (SUMP), tracking progress, adapting to new challenges, and learning from experience. A well-managed implementation and monitoring phase ensures that the actions defined in earlier phases are executed effectively and remain responsive to gender-specific needs. The steps of this phase are as follows:

- **Step 10:** Manage implementation
- **Step 11:** Monitor, adapt and communicate
- **Step 12:** Review and learn lessons

→ Step 10 Manage implementation

In this final phase, the focus shifts from planning to the real-world execution of the Sustainable Urban Mobility Plan (SUMP) with a strong emphasis on gender mainstreaming. Successfully managing the implementation involves several key elements:

- **Establish and secure funding for a dedicated gender implementation unit.** Create a management unit within the local transport authority specifically responsible for overseeing gender-responsive measures. This should include a gender implementation coordinator or a dedicated team that liaises between technical staff, gender experts, civil society representatives, and political decision-makers. The unit's roles will include coordinating the procurement of goods and services for gender-focused projects, such as installing security lighting at public transport stops or reconstructing pedestrian infrastructure with accessible features.
- **Integrate a dedicated budget line for gender-responsive measures into the overall SUMP financing plan.**
- **Build capacity and invest in training.** Develop training programs that equip transport planners, operators, and local stakeholders with the knowledge needed to implement gender-responsive policies. Practical workshops and best-practice exchanges can help build this capacity. The city or SUMP sponsor may conduct training for consultants, or vice versa, depending on where skills and needs are identified.
- **Provide regular training sessions and refresher courses** to all staff involved in implementing the SUMP, focusing on gender sensitisation and the latest tools and best practices. This can be complemented with

a mentoring framework in which experienced gender experts support less experienced staff, ensuring that technical teams consistently integrate gender perspectives into their day-to-day operations.

- **Establish regular coordination and reporting structures.** Form a cross-departmental implementation committee that includes representatives from technical, financial, and gender sectors. This committee should meet regularly to review progress, address challenges, and realign measures as necessary.

Example 18

Training women in technical transport skills in Argentina, Colombia and Nepal

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SUMP measures include training women in technical transportation skills

In Córdoba, a dedicated training program ('Women Leaders on the Move – Liderazas en Movimiento') was implemented. This initiative not only empowered municipal staff but also led to concrete actions such as expanded service hours and enhanced security at public transport stops.

In Bogotá, Colombia, the TransMilenio BRT system launched a program to train women as bus drivers, opening new employment opportunities. As of 2023, La Rolita, the city's public transport operator, employed 229 female drivers, showcasing the program's success in promoting gender inclusivity in the public transport sector. In addition, the female bus drivers received 91 per cent satisfaction ratings in its first year, compared to 30 per cent from passengers using other bus services in the city by public vote. Furthermore, La Rolita drivers recorded the second lowest number of injuries from accidents compared to all other bus operators (predominantly with male drivers).

A similar example can be seen in Kathmandu, Nepal, where women have increasingly taken on roles as Safa Tempo (electric three-wheeler) drivers, breaking traditional gender norms and achieving financial independence. Over the past two decades, the number of female Safa Tempo operators has grown from around 20 to over 500. Women have used this opportunity to support their families, educate their children, and even expand their ventures by owning vehicles or running charging stations. Despite facing harassment and discrimination from authorities and societal biases, these women have become self-sufficient entrepreneurs and are contributing to Nepal's transition to cleaner transportation systems. Their efforts not only challenge gender stereotypes but also help reduce fossil fuel use and support Nepal's net-zero emissions goals.¹



¹ <https://www.fhi360.org/articles/meet-women-driving-electric-public-transit-vehicles-kathmandu/>

Barriers to women’s employment in the transport sector



Socio-cultural norms and gender stereotypes discourage women from pursuing jobs in transportation



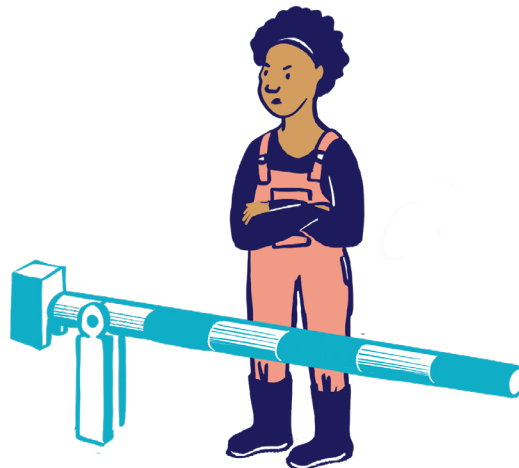
Limited job opportunities in the sector due to under-investment and non-inclusive environments (e.g. protective clothes mostly in men’s sizes)



Lack of access to education and trainin in the sector



Safety concerns and harrassment faced by women in the sector



Lack of policies and initiatives aimed at promoting gender diverstiy in transportation

Source: Esther Blodau

→ Step 11 Monitor, adapt and communicate

Effective monitoring is crucial to ensure that every activity in the Sustainable Urban Mobility Plan (SUMP) achieves its intended impact and that adjustments can be made in real-time as community needs evolve. City authorities should implement a comprehensive system that not only tracks progress using clear, gender-sensitive indicators but also actively engages with users to refine the plan. The following practices are crucial for this process:

- **Create dedicated channels for user feedback.** Establish clear methods, such as online portals, suggestion boxes at public transport stops, or regular surveys, so that citizens, especially women, can directly share their experiences and provide input. This direct line of communication ensures that the plan’s performance is continuously informed by those who use the transport system.
- **Establish regular consultations with women’s groups.** By holding periodic meetings or focus group sessions with community organisations that represent women’s interests, authorities can gather more profound insights into the ongoing challenges and successes of implemented measures. This collaborative approach

helps keep the SUMP aligned with the real needs of female users, ensuring that stakeholder engagement is meaningful and authentic.

- **Conduct regular gender impact assessments.** Schedule evaluations that specifically measure the impact of each intervention on different gender groups. These assessments should review key indicators, including safety, accessibility, and service satisfaction. By regularly analysing this data, the SUMP remains sensitive to its gender dimensions.
- **Update measures based on emerging needs.** Use feedback and assessment findings to inform timely adjustments and improvements. When data indicates that specific interventions are not meeting their goals or that new challenges have arisen, the plan should be revised accordingly. This flexibility ensures that the SUMP remains a living document that evolves alongside the city’s changing social and mobility landscape.

Women and Mobility in Emerging Economies: an online training course

Women Mobilize Women has developed a free six-week online training course about planning for women's mobility needs, called Women and Mobility in Emerging Economies. You can find the course at <https://transformative-mobility.org/training/an-introduction-to-gender-and-mobility-in-emerging-economies/>

The online course covers:

- Women's mobility patterns and transport needs
- Why women's travel patterns and mobility service needs matter
- Personal and road safety: a focus on women's needs
- How to encourage more women to work in transport
- Putting it together: planning, action, and evaluation
- Collecting data for planning, advocacy, and evaluation

Examples of Gender monitoring in Baixada Santista, Brazil

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Monitoring Gender progress in Baixada Santista, Brasil

A feature of the Baixada Santista SUMP is the dedicated Intersectional Gender Program. This program is designed to ensure gender considerations are systematically integrated throughout the implementation and monitoring of the plan. Specifically, the SUMP outlines over 25 directives under this program, including establishing a gender-based protocol to prevent and address sexual harassment and assault in the public transport system, mandating gender-sensitivity training for transport operators, and increasing the recruitment and representation of women in transport sector jobs.

To oversee the execution of these gender-responsive actions, the SUMP proposes the creation of a dedicated Gender Intersectionality Program Office. This office would be responsible for collecting gender-disaggregated data, monitoring the impacts of implemented measures on different user groups, and making course corrections as needed. Quantitative indicators have also been identified, such as tracking the percentage of women employed in the transport sector and the frequency of reported harassment incidents, to evaluate the success of the gender mainstreaming efforts over time.



→ Step 12 Review and Lessons learnt

Having diligently progressed through each step — from the initial assessment to monitoring and evaluation through a gender-responsive lens — it may seem that the process is complete. However, this is only the beginning of a new phase in the cyclical and adaptive journey of Sustainable Urban Mobility Planning (SUMP).

Cities are dynamic systems that constantly evolve due to demographic, technological, and environmental shifts. Therefore, the SUMP must remain flexible and responsive, particularly to the diverse mobility needs of all genders. This final step is crucial for fostering continuous improvement and strengthening the commitment to inclusive and gender-equitable mobility.

At this stage, it is essential to reflect, share, and strategise by:

- Evaluating achievements and identifying gaps in advancing gender equity throughout the planning and implementation process.
- Engaging stakeholders, especially women and marginalised groups, to share their experiences, provide feedback, and ensure their voices influence future actions.

- Identifying emerging challenges and co-creating innovative, inclusive mobility solutions.
- Analysing strengths and weaknesses in addressing gender-specific needs and reflecting on any unmet gender-related objectives to inform the next planning cycle.

The insights gained from this review are not merely retrospective—they are strategic. When systematically documented and communicated, these lessons provide a foundation for a renewed, informed, and inclusive planning process that is grounded in gender equity and sustainable urban development.

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Appendix 1:

Best practice checklist

This best practice checklist was developed based on a review of guidance provided by MobiliseYourCity in preparing a Sustainable Urban Mobility Plan (SUMP), as well as a review of recommended best practices for mobility and gender. The references consulted for review are listed above.

Mobility Plan (SUMP). As noted earlier, this Topic Guide focuses on and provides tools for a gender-responsive approach. Although it may not be possible to include every item in the checklist during the development of a SUMP, it remains a worthwhile reference to keep at hand.

This is a comprehensive 'best practice' checklist that can help shape a gender-transformative Sustainable Urban

Phase 1 Preparation and Analysis

Procurement and project team

- The contract award was adjudicated with respect to gender competency.
- The SoW or ToR required that gender be included in the SUMP development.
- The consultant team included gender expertise.
- The SoW work required a gender gap analysis of mobility policies, plans, initiatives, consultations and recommendations.
- Financial or staffing resources were allocated for the collection and/or analysis of gender-disaggregated data.
- The gender planning and analysis was led by a senior team member.
- The project team was gender balanced.

In the Diagnostic Report

- The gendered impact of infrastructure was noted.
- Gaps in gender data were noted.
- Gaps in gender data were mitigated through data collection.
- Gender-disaggregated data on travel behavior and mobility patterns was collected and analysed.
- The diagnostic report includes assessment of first- and last-mile services through a gender lens.
- The diagnostic report includes audits regarding safety, segregated facilities, and wayfinding, through a gender lens.
- The diagnostic report includes assessment of walkability through a gender lens.
- Data collection mechanisms for the diagnostic report clearly took women's time and other constraints into account, to ensure that women's voices were not excluded.
- Focus groups include women-only groups.

Focus groups that were not women-specific also include a gender balance.	<input type="radio"/>
The assessment of public transport operations explicitly considers gender issues.	<input type="radio"/>
Data collection and analysis go beyond matters of safety and lighting and collect insights about other transport needs.	<input type="radio"/>
Women, girls and sexual/gender minorities were evidently consulted and actively involved in the SUMP preparation process.	<input type="radio"/>
Infrastructure assessments consider gender accessibility, safety and inclusion aspects.	<input type="radio"/>
Public transport operations (for each mode) were assessed to ensure responsiveness to women, girls, persons with disabilities and other marginalised groups.	<input type="radio"/>
<ul style="list-style-type: none"> • Affordability • Connectivity • Safety • Accessibility • Reliability 	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
The current status of gender inclusion performance in the city's mobility system is assessed.	<input type="radio"/>
Data collection was undertaken in the local language, and translators were available.	<input type="radio"/>
Data collection mechanisms include measures to ensure that women and vulnerable groups were able to participate.	<input type="radio"/>
Participatory and co-creation tools were used to collect gender data.	<input type="radio"/>
Stakeholder engagement and key informant interviews for the diagnostic include social ministries.	<input type="radio"/>
Quantitative gender, age and income disaggregated data was collected to understand travel behaviour: trip rates, origin and destination, mode of travel, travel cost, travel distances, time of travel and travel time, and travel with dependents.	<input type="radio"/>
Qualitative data was collected to understand gendered differences in travel behaviour in the city and attitudes – with different age and income groups of men, women and gender minorities.	<input type="radio"/>
Gender disaggregated data was presented with respect not only to mode-split but also for trip purpose, mode preferences, travel time, distance, and interchange frequency.	<input type="radio"/>

Phase 2 Vision, goal-setting and scenario building

Gender-responsive scenarios are included in the SUMP scenario planning.	<input type="radio"/>
Gender is included in the SUMP strategy development.	<input type="radio"/>
SUMP visions and objectives explicitly include gender equity and inclusivity.	<input type="radio"/>
SUMP goals explicitly include gender equity and inclusivity.	<input type="radio"/>
Institutional roles and responsibilities for gender mainstreaming are clearly defined in the SUMP.	<input type="radio"/>
Gender-specific measures and actions are included in the strategic plan.	<input type="radio"/>

Phase 3 Measure Planning

- Gender-disaggregated data is clearly incorporated and used to determine gender-responsive measures.
- Gender-disaggregated data is evidently used to develop measures to mitigate and respond to identified gender needs.
- Detailed mobility measures and interventions address the specific needs of women and vulnerable groups.
- Gender is clearly mainstreamed in the overall SUMP.
- Gender-specific indicators and targets are set for each measure.
- A budget is allocated for the implementation of the measures.
- Mechanisms are established for the ongoing involvement of women and vulnerable groups in measure design.
- Institutional roles and responsibilities for gender mainstreaming are defined in the SUMP.
- The SUMP includes measures to contract and procure women into the transport workforce.
- Measures go beyond concerns about safety and lighting, to take more nuanced needs into account.

Phase 4 Implementation and Monitoring

- A diverse range of organisations and entities are involved in implementing the gender aspects of mobility projects.
- A coordination entity is established to monitor, coordinate and support the key agency leadership in implementing the SUMP recommendations on gender.
- The role and importance of women as decision-makers is included in the provision for institutions in the SUMP.
- Targets are included in the M&E plan for women in the transport workforce as it relates to measures in the SUMP.
- Gender-disaggregated data is collected to monitor the implementation and impacts of the SUMP measures
- There are clear gender-specific indicators and targets and these are monitored and reported on.
- Women and diverse genders are consulted for feedback on their mobility experiences as part of SUMP monitoring.
- The SUMP is periodically evaluated from a gender perspective and updated to address gaps.
- SUMP implementers and decision-makers are held accountable for gender equality outcomes.
- Communication strategies used to raise public awareness during the SUMP process include gender issues.
- The M&E approach includes continuous consultation to ensure that the voices of women are upheld at implementation phase and beyond.

Appendix 2:

Toolkits to support gender planning in a SUMP

Topic Guide for participatory processes in urban mobility planning: MobiliseYourCity

A MobiliseYourCity Topic Guide on how to conduct participatory planning and stakeholder engagement can be found here: <https://www.mobiliseyourcity.net/topic-guide-participatory-processes-urban-mobility-planning>

'Toolkit for Enabling Gender Responsive Urban Mobility and Public Spaces': World Bank

The World Bank has published two volumes of a practical Toolkit titled 'Toolkit for Enabling Gender Responsive Urban Mobility and Public Spaces'. The focus is on India, but its guidance is applicable globally. Volume 1 of the Toolkit focuses particularly on the role of policy and policymakers.

Volume 2 provides practical tools for implementing agencies. The guidance includes information on designing a gender-responsive urban mobility and public space program, assessing the current situation, strengthening planning and policies, building capacity and raising awareness, and improving infrastructure and services for gender-equal public transport.

It is available online at: <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/099651410192229435/idu01ef8184c02ec004af50ae850e22d67ee8c62> and at: <https://openknowledge.worldbank.org/entities/publication/128bcb06-0fc4-5c1d-9a2b-fc6e9ce47b03>

Women-Friendly Urban Planning Toolkit: Cities Alliance

The Women-Friendly Urban Planning Toolkit by Cities Alliance provides a framework for planning that outlines gender mainstreaming across each step of urban projects with participatory processes. It takes into consideration intersectionality as a principle of strategic project development and seeks to combine gender with participatory approaches to ensure inclusive governance. It is available online here: <https://www.citiesalliance.org/resources/publications/cities-alliance-knowledge/women-friendly-urban-planning-toolkit>

Her City: A guide for cities to sustainable and inclusive urban planning and design, together with girls: UNHABITAT

The Her-City-Tool, developed by UN-Habitat, is a guide that supports sustainable and inclusive urban planning and design through the lens of girls. The tool provides a guideline on implementing projects for girls and women in urban development, which can be applied to all projects. It is available online here: <https://unhabitat.org/her-city-a-guide-for-cities-to-sustainable-and-inclusive-urban-planning-and-design-together-with>

Gender Imbalance in the Transport Sector, a Toolkit for Change: Sum4All

To assist organisations in increasing the representation of women in work structures and institutions, Sum4All (Sustainable Mobility for All) has developed a Toolkit for changing the way women are represented and employed in the transport sector. It can be downloaded at this link:

https://www.sum4all.org/data/files/gender_imbalance_in_the_transport_sector_a_toolkit_for_change.pdf.

The Toolkit pays attention to:

- Gender stereotyping for certain jobs, especially technical ones
- Discriminatory work cultures
- Lack of flexible working and childcare provision
- Invisible glass ceilings and restricted career options
- Gender equity and its relationship with wider diversity, behaviour, and culture change

Gender Analysis Toolkit for Transport Policies: International Transport Forum

At <https://www.itf-oecd.org/itf-gender-analysis-toolkit-transport-policies> you will find the International Transport Forum's Gender Analysis Toolkit for Transport, which provides valuable tools such as the following:

- A [*Gender Checklist*](#) makes it easy to assess the gender inclusivity of a project and fosters transparency by providing a simple Gender Equality Score as a benchmark.
- [*Gender Indicators*](#) help project leads and policymakers select the metrics most suitable for measuring gender equality in their project and identify relevant data.
- A [*Gender Questionnaire*](#) offers a ready-made template to design surveys and data collection processes. Together, the three tools in the ITF Gender Analysis Toolkit for Transport provide practitioners with a simple yet comprehensive set of tools to advance gender neutrality in transport.

Gender Sensitive Mini-Bus Services & Transport Infrastructure for African Cities: A Practical Toolkit: Flone Initiative

The Flone Initiative in Kenya has published a practical toolkit on designing gender-sensitive public transport infrastructure for African Cities. It is available online here: <https://floneinitiative.org/gender-toolkit/>

The toolkit is based on a mobility of care study and gender equity assessment of Nairobi's mini-bus transport network.

Global Roadmap of Action toward Sustainable Mobility and Gender: Sum4All

In 2019 Sum4All (Sustainable Mobility for all) published a Global Roadmap of Action toward Sustainable Mobility and Gender. Chapter 3 includes a detailed list or catalogue of measures that can bring about sustainable mobility and gender equity. The Roadmap is available on the MobiliseYourCity website, at <https://www.mobiliseyourcity.net/sites/default/files/2021-03/Gender-Global-Roadmap-of-Action.pdf>.

Counting Women so that Women Count

In 2020, the FIA Foundation studied the state of transport data and gender. In a report titled 'Counting Women so that Women Count', the Foundation made these key findings:

When it comes to data collection and analysis, 'business as usual' is not an acceptable way to proceed. More inclusive and sustainable transport models require better-quality, quantitative, and qualitative gender-disaggregated data. Collecting better data on women's transportation patterns and needs is a first step toward more inclusive transportation. There are freely available technologies that can improve both the quality and frequency of data collection, as well as its analysis, and these should be used where possible.

Data is not an end in itself, but it is one of the primary tools used to inform decisions. Data is a 'public good' that needs to systematically include all groups in society, especially women who are already high users of public transport. The current lack of information means baselines cannot be set or properly analysed.

The report is available at www.fiafoundation.org.

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 MobiliseYourCity Partnership

Mainstreaming Gender in Sustainable Urban Mobility Plans – Topic Guide

This Topic Guide provides practical and actionable guidance for integrating gender considerations throughout the Sustainable Urban Mobility Planning (SUMP) process. Drawing from global good practices, it equips local authorities, planners, consultants, and development agencies with the tools to ensure mobility plans are inclusive, safe, accessible, and equitable – especially for women and other marginalised groups.

Structured around the four phases of SUMP development, the guide offers clear recommendations, case studies, and checklists to support the creation of gender-responsive policies and measures. Whether you are drafting a vision, conducting a gender diagnosis, selecting interventions, or monitoring progress – this guide will help embed gender equity into every step of the SUMP process.