

Ecuador

National Urban Mobility Policy

Completed

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Ongoing

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Basic information

| | | |
|---|---|--|
| Population | → | 17,084,358 |
| Growth rate | → | 1.8% |
| Percentage of urban population | → | 64% (2018) |
| GDP per capita | → | USD 6,346 |
| Percentage of the population living below the national poverty line | → | 21.5% |
| Annual average infrastructure expenditures as percentage of GDP | → | 1.63% |
| Nationally Determined Contribution (NDC) | → | General e-mobility transport related NDC |
| National GHG emissions per capita | → | 2.43 (tCO ₂ eq) |
| Proportion of transport-related GHG emissions | → | 21% |
| Exposure to climate change | → | MEDIUM |



Context

Ecuador is located on the west coast of South America, with a population of 17 million, of whom 64% reside in urban areas, notably Quito, Guayaquil, and Cuenca. The Andes range divides the country into three primary geographical regions: the Coast, the Sierra, and the Amazon. Between 2009 and 2015, the Multidimensional Poverty Index fell by 10.2%, signifying that 1.9 million Ecuadorians overcame poverty in that period. The Gini Coefficient index, a measure of income inequality, stands at 0.447%. Besides the oil industry, other significant economic sectors include manufacturing, retail, construction, agriculture, and services.

The lack of planning instruments has led to dispersed urban expansion across the country. The rapid urbanisation process has resulted in the emergence of vulnerable urban areas. As of 2018, the transport sector's GHG emissions accounted for 48.5% of Ecuador's total energy-related emissions, with road transport accounting for 94.4% of total transport demand. The most widely utilised transportation services in the country are buses, trolleybuses, and taxis. The three main Ecuadorian cities have implemented low-carbon mass transit projects: Quito has a 22 km metro line, Guayaquil has implemented a 4 km cable car, and Cuenca operates an 11 km tramway. Additionally, some other Autonomous Decentralised Governments have undertaken actions on sustainable mobility, including electromobility and active modes.

The Ministry of Transport and Public Works (MTO, its acronym in Spanish), the governing entity of the National Multimodal Transport System, encompasses road, air, sea, and non-motorised

transport. Its vision is to formulate, implement, and evaluate policies, regulations, plans, programmes, and projects that ensure a safe and competitive transport network, minimise environmental impact, and contribute to the country's social and economic development. In turn, the Autonomous Decentralised Governments are responsible for planning, regulating, and controlling land transport, transit, road safety, commercial, and collective transport services, among others.

The objective of this project is to define a national strategy for low-carbon mobility applicable to all the Decentralised Autonomous Governments of the country, enabling a significant reduction in greenhouse gas emissions while maintaining equity and accessibility.

Ecuador's National Urban Mobility Policy (NUMP) focuses on improving buses and trucks, enhancing knowledge of routes, frequencies, and unit locations, promoting non-motorised transport, providing economic incentives to reduce greenhouse gases, and planning for land use and urban mobility.

Mobility planning — National Urban Mobility Policy or Investment programme (NUMP)

Technical Assistance: National Urban Mobility Policy or Program (NUMP)

Type of NUMP: Mixed NUMP (Sectoral strategies and support or investment programme)

Funded by: European Union (EU)

Funding amount: EUR 500,000

Implemented by: Agence Française de Développement (AFD) through the EUROCLIMA+ Program

Local counterpart: Ministry of Transportation and Public Works (MTO)

Final NUMP report: [Ecuador NUMP](#)

Main purpose of the NUMP:

- Offer cities a general enabling framework for SUMP formulation
- Provide regulation on a specific set of technical issues
- Provide regulation on a wide range of technical issues
- Provide technical guidance on a specific set of technical issues
- Provide technical guidance on a wide range of technical issues
- Define a national strategy for low-carbon mobility that applies to all Decentralised Autonomous Governments in the country and that allows for a considerable reduction in greenhouse gases while maintaining levels of equity and accessibility

Supported activities:

- Preparation of a Low-Carbon Urban Mobility Policy, including policies and strategies for the reduction of greenhouse gases.
- Preparation of technical guidelines for decentralised autonomous governments for the implementation of the strategy at the local level.

Status of project implementation

Project start: 2021 Q1

NUMP adoption date: 2023 Q1

Completed outputs:

- Diagnostic support document
- Scenario construction and evaluation criteria
- Methodology for the participatory strategy phase
- Vision, strategy and objectives
- NUMP Action Plan
- Measurement, reporting, and verification plan for the National Urban Mobility Policy
- Final content of the three cross-cutting guidelines
- A sustainable urban transport financing strategy
- A legislative reform proposal document

NUMP key measures and cost estimates

The following table highlights the most significant measures identified in the NUMP.

| Cluster | Measure title | Proposed financing source | Implementation period | Cost estimate (EUR) | Category |
|-------------------------|---|---------------------------|-----------------------|-------------------------|-----------------------------|
| Axis 2 – Safe Mobility | Mass awareness and public education campaigns for safe mobility | National domestic | Phase 1–4 | ~92,000 | Policy/ Capacity building |
| Axis 2 – Safe Mobility | Technical manuals and guidelines for safe infrastructure design | National domestic | Phase 1–4 | ~92,000 | Studies/ Technical guidance |
| Axis 2 – Climate Change | Intermodal public transport services | National + Municipal | Phase 2–4 | Not individually costed | Physical investment |
| Axis 2 – Climate Change | Mandatory integration of climate resilience criteria in mobility infrastructure | National domestic | Phase 1 onward | No cost (regulatory) | Policy / Regulation |
| Axis 2 – Climate Change | Implementation of vegetated urban streets | Municipal + National | Phase 2–4 | Variable | Physical investment |
| Axis 2 – Public Space | Dedicated lanes for buses, High-Occupancy Vehicles (HOV) and zero-emission vehicles | National + Municipal | Phase 3–4 | ~82,800–782,000 per km | Physical investment |
| Axis 2 – Public Space | Upgrading public transport stops and stations to meet accessibility standards | National + Municipal | Phase 1–4 | ~36,800 per stop | Physical investment |
| Axis 2 – Inclusion | Eradication of violence and discrimination in public transport and public space | Municipal + National | Phase 1–4 | No cost | Policy / Programme |
| Axis 2 – Intermodality | Promotion of intermodality and integration of non-motorised modes with public transport | Municipal + National | Phase 2–4 | Variable | Physical + Policy |
| Axis 1 – Planning | National mobility data and monitoring system | National domestic | Permanent | ~92,000 | Studies / Monitoring |

The following table summarises the total capital expenses (CAPEX) estimates for different types of measures in the NUMP.

| Urban transport investment measures (Retained) | CAPEX Estimate (EUR) |
|---|----------------------|
| Public transport, intermodality and NMT (B.1.4, C.11, C.2.1, C.4.1) | 28,060,000 |
| Intermodal public trans Street redesign, road space reallocation and climate adaptation (B.3.1, B.2.1 regulatory integration component) port services | 26,270,000 |
| Road safety, inclusion and monitoring systems (A.1.3, A.2.2, C.3.3, T) | 17,120,000 |
| Total (retained portfolio) | 71,450,000 |

Finance leverage

Leveraged financing (resulting from or enabled by the NUMP preparation process).

| Description | Source of financing | Type | Status | Amount (EUR) |
|--------------------------------------|---------------------|-------|---------|--------------|
| MoVer Ciudades – NUMP Implementation | EU & BMZ | Grant | Secured | 7,000,000 |

Projected impacts

| Indicator | Impact 2030 (NUMP vs BAU) | Baseline - 2020 | Projected 2030 BAU | Projected 2030 NUMP scenario |
|--|---|---|---|---|
| Total annual GHG emissions (Mt CO2eq) | - 0.5 Mt CO2eq | 15.07 Mt CO2eq | 16.01 Mt CO2eq | 15.48 Mt CO2eq |
| Annual transport related GHG emissions per capita (kg CO2eq) | - 27 kg CO2eq/capita | 243 kg CO2eq/capita | 258 kg CO2eq/capita | 231 kg CO2eq/capita |
| Access Increase of the proportion of the population living within 500 meters or less of a public transport stop | + 10 % | 65 % | 70 % | 80 % |
| Air pollution Decrease in mean urban air pollution of particulate matter (in µg PM2.5) at road-based monitoring stations | - 1.7 µg/m ³ of PM2.5 | 18 µg/m ³ of PM2.5 | 18 µg/m ³ of PM2.5 | 16.3 µg/m ³ of PM2.5 |
| Modal share Increase of the modal shares of trips by public transport, walking and cycling | Formal public transport: +10% Informal public transport: -3% Walking: +2% Cycling: +2% TOTAL: +11% | Formal public transport: 54% Informal public transport: 5% Walking: 18% Cycling: 0% TOTAL: 77% | Formal public transport: 50% Informal public transport: 5% Walking: 18% Cycling: 1% TOTAL: 74% | Formal public transport: 60% Informal public transport: 2% Walking: 20% Cycling: 3% TOTAL: 85% |
| Modal share Increase of the modal shares of trips by public transport, walking and cycling | -5 fatalities/ 100,000 hab | 33 fatalities/ 100,000 hab | 32 fatalities/ 100,000 hab | 27 fatalities/ 100,000 hab |
| Affordability of public transport Percentage of disposable household income spent on public transport for the second quintile household income group | -4.6% | 14.6% | 14.6% | 10% |

Perspectives for implementation

The Ministry of Transport and Public Works disseminates and promotes the Ecuadorian NUMP among cities throughout the country.

As of November 2024, the MTOP reported having presented the policy to more than 26 local governments, providing specialised technical tools to strengthen local institutional capacities for the territorial implementation of the policy in their respective jurisdictions. The event was attended by representatives of multilateral organisations, authorities of the National Government and municipal representatives from all over the country. On this working day, the components of the PNMUS were presented comprehensively, and the scope of the MoVer Cities, which is executed under the coordination of the German Cooperation GIZ Ecuador and the MTOP, was socialised.

Insights from practice: lessons learned from the NUMP process

A thorough baseline study is essential to tailor policies to each municipality's specific needs, despite common guiding parameters

At the beginning of the policy formulation process, it is important to conduct an adequate baseline study to determine the specific needs of each municipality. Although there are common parameters for building a policy, an in-depth study of local needs and available information for each case and municipality is essential.

Regulated participatory processes build trust, and virtual adaptations during COVID-19 increased engagement in NUMP workshops

Participatory processes involving key stakeholders should be regulated activities aimed at achieving consensus in decision-making, and agreements reached must be honoured to foster trust in future endeavours. The methodology for data collection and event organisation was adapted to accommodate the COVID-19 pandemic. Transitioning events to virtual platforms increased attendance at NUMP workshops, surpassing the initial attendance goals set at the project's outset.

A National Urban Mobility Policy is a good practice to implement the urban agenda 2030¹ and to push innovative aspects, such as climate adaptation.

It should be noted that, during the process of drafting the NUMP, the Ministry of Transport and Public Works (MTOP) and the Undersecretariat of Climate Change of the Ministry of the Environment, Water and Ecological Transition (MAATE) jointly prepared Guide No. 2: Criteria for mainstreaming climate change into NUMP. This document integrated the measures recommended for the Human Settlements sector of the National Climate Change Adaptation Plan, aligning with the strategic axes established in the NUMP.

The NUMP promotes nature-based solutions (NBS) through green streets and vegetation in areas as part of sustainable urban design, thereby indirectly increasing green space per capita, given the proportion of streets and roads in the urban space.

The implementation of green streets, vertical gardens and vegetated awnings contributes to thermal and ecological well-being in dense areas.

¹ <https://www.urbanagendaplatform.org/sites/default/files/2025-07/Ecuador%20National%20Report%202025.pdf>

Implementation support — NUMP

Implementation

Project title: Promover la movilidad sostenible en ciudades intermedias – ProMover Ciudades

Funded by: European Union (EU) and Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (BMZ)

Funding amount: EUR 7,000,000 (EU 40% & BMZ 60%)

Implemented by: Gesellschaft für Internationale Zusammenarbeit (GIZ)

Local counterparts and NUMP Implementation agency: Ministry of Infrastructure and Transport & Local Authorities

Project implementation period: Q1 2024-Q4 2027

Objectives and supported activities

Main objective:

- Ecuadorian intermediary cities can better implement climate- and environmentally-friendly mobility with a view to climate protection

Supported activities:

- Capacity building for the implementation of the National Policy for Sustainable Urban Mobility – NUMP.
- Promote the planning of sustainable urban mobility and bankability of sustainable mobility projects in selected cities. The project advises four selected intermediary cities on developing sustainable urban mobility plans as a basis for planning and implementing sustainable, climate-friendly mobility projects. In addition, it supports cities in implementing green mobility pilot measures and developing three sustainable urban mobility projects capable of attracting climate finance from development banks.²
- Strengthening the capacities of financial institutions to develop their capacity in sustainable mobility. The project also works with financial institutions to develop financing offers according to needs. To this end, criteria are introduced in these institutions that take into account national policies for the financing of sustainable urban mobility. At the same time, financing instruments are being developed that promote sustainable mobility in intermediary cities.

The project is framed as a Global Gateway project.³

Intended impact

- 180 women and 120 men from municipal GADs, public and private institutions nationwide, have benefited from continuous training in sustainable urban mobility.
- Reduction of greenhouse gas emissions by 11.5 kilotonnes (kt) of CO₂eq. annually, related to transportation in the 4 cities advised (Ibarra, Loja, Riobamba and Rumiñahui).
- Three new sustainable urban mobility projects in intermediary cities, with a total volume of EUR 30 million has been incorporated into financial institutions' evaluation processes.
- 8 GHG emission reduction and environmental protection measures (including 2 with digital support and 2 with a gender approach), within the framework of consolidated mobility planning, will be implemented in 4 intermediary cities with added value for users.
- Four portfolios of sustainable mobility projects with a total investment volume of EUR 40 million integrated into a mobility planning will be defined in the 4 intermediary cities advised.

Highlights in the past year

The Congress: Movilidad Urbana Sostenible took place in April 2025.⁴

Ecuadorian cities participated in Conversápolis 2025 in Bogotá to receive training on climate finance for urban mobility and to take part in a study tour in Spain.⁵

Last updated December 2025

² <https://www.giz.de/en/projects/promover-la-movilidad-sostenible-en-ciudades-intermedias>

³ https://www.eeas.europa.eu/delegations/ecuador/proyecto-mover-ciudades_es

⁴ <https://www.camarafrancoecuatoriana-eventos.com/movilidad-urbana-y-sostenible-2025>

⁵ https://www.linkedin.com/posts/giz-ecuador_intercambio-para-la-movilidad-sostenible-activity-7399579792192458752-6S0_/?originalSubdomain=es