

# Guadalajara, Mexico

Sustainable Urban Mobility Plan

Completed

## Basic information

Urban area	→	151 km <sup>2</sup>
Population	→	5,243,392
Growth rate	→	1.2%
Metropolitan Area		
GDP per capita	→	USD 7,991

### Modal share

Formal public transport	→	44.24%
Walking	→	26.9%
Cycling	→	2.73%
Private cars	→	15.7%
Private motorbikes or 2-wheelers	→	4.07%
Taxis	→	2.76%
Moto taxis	→	0.89%
Other	→	2.73%
Transport emissions per capita	→	5.39 (tCO <sub>2</sub> eq)
Exposure to climate change	→	MEDIUM



## Context

The Guadalajara Metropolitan Area (GMA) is the third-most populous zone in Mexico and is located in the centre of the state of Jalisco, with 5.2 million inhabitants. GMA comprises nine municipalities and is a centre for electronics and cybernetics industries, attracting many young professionals. The main activities in GMA are manufacturing, trading, personal services, and maintenance. The Metropolitan Area accounts for 75% of Jalisco's total sector.

Currently, the Guadalajara Metropolitan Area transport system comprises 233 collective bus routes, two BRT corridors, three LTR lines, four trolleybus lines, and a public bicycle system. In 2021, the most recent BRT line, comprising 41.5 km, began operations to serve the periphery, serve four municipalities, and connect to the rest of the mass transport network.

The Metropolitan Coordination established a management scheme among the municipalities. This scheme includes the Metropolitan Coordination Board, the nine mayors and the state governor,

the Metropolitan Institute of Planning, the Metropolitan Citizen Council and the Metropolitan Planning Advisory Council.

The Metropolitan Planning Institute for Guadalajara's Metropolitan Area (IMEPLAN), the local counterpart, does not have the mandate and responsibility to finance mass public transport infrastructure. Furthermore, it lacks the authority to borrow from international financial sources for infrastructure projects. However, it does have such authority for other, more general types of projects, e.g. technical assistance. Systems and procedures are not in place to monitor, evaluate or report on urban mobility.

IMEPLAN aims to develop and propose metropolitan planning instruments, studies, and project proposals, as well as mechanisms to improve joint efforts among the Metropolitan Coordination Instances. IMEPLAN receives technical assistance to develop a Sustainable Urban Mobility Plan and a pilot project. This technical assistance aimed to coordinate and develop a plan for urban mobility across the nine municipalities of the metropolitan area, including accessible, economical, efficient, and safe transport modes.

This technical assistance contributes to institutional strengthening by developing the local team's capacity, facilitating exchanges with cities in Latin America and Europe, and providing objective, technical resources to address mobility issues.

## Support from the Partnership

**Technical Assistance:** Sustainable Urban Mobility Plan (SUMP) and Pilot Project

**Funded by:** European Commission

**Funding amount:** EUR 600,000

**Implemented by:** Gesellschaft für Internationale Zusammenarbeit (GIZ) through the EUROCLIMA+ Program

**Local counterpart:** Metropolitan Planning Institute for the Guadalajara Metropolitan Area (IMEPLAN)

**Consultant(s) involved:** Not reported

**Project start:** 2018 Q2

**SUMP completion date:** 2022 Q2

**SUMP adoption date:** 2024 Q4

**Final Sump report:** [Guadalajara SUMP](#)

### Supported activities:

- Formulation of an Integral Sustainable Urban Mobility Plan for the metropolitan region, integrating the nine municipalities and all modes of transport and aligning them with the metropolitan land use plan. It is an update from a 2015 document for Jalisco. A pilot project to implement an innovative methodology for data collection and analysis on urban mobility through digital technology. The data gathered is an input for the SUMP formulation and evaluation.
- Capacity building for public institutions to achieve adequate planning processes in urban mobility.

### Completed outputs:

- Status quo analysis (November 2019 – January 2020)
- Urban cargo logistics (January 2020)
- MobiliseDays (February 2019)
- SUMP Workshop (February 2020)
- SUMP Self-Assessment Workshop (August 2020)
- Development of SUMP strategy – co-creating vision and objectives (April – May 2020)
- Establishment and application of monitoring, reporting and verification (MRV) tools (MobiliseYourCity and Ecologistics) (March-August 2021)

- Update of urban mobility data, integrating non-motorised mobility, freight transport, and public transport (2021)
- Metropolitan Strategy for Emergent Mobility
- Integrated SUMP for the nine municipalities of Guadalajara's Metropolitan Area - PIMUS<sup>1</sup>
- Adopted by the Junta de Coordinación Metropolitana in November 2024
- Pilot Project: Mobile application for obtaining new information on citizen mobility patterns

## SUMP key measures

The following table highlights the most significant measures identified in the SUMP, an estimation of the costs is not available.

Measure
<p>Strategic Axis 1: Pedestrian Mobility and Public Space</p> <ul style="list-style-type: none"> <li>• Build, maintain, and improve sidewalks</li> <li>• Expand the number and coverage of traffic-calming zones</li> <li>• Implement safe and accessible pedestrian crossings</li> <li>• Expand the coverage of the <i>Vía RecreActiva</i> program at the metropolitan level</li> <li>• Increase the number of streets with pedestrian priority or exclusivity</li> </ul>
<p>Strategic Axis 2: Non-Motorised Transport Mobility</p> <ul style="list-style-type: none"> <li>• Consolidate the metropolitan network of non-motorised transport infrastructure</li> <li>• Expand coverage of the MiBici public bicycle system</li> <li>• Strengthen intermodality between public transport and non-motorised vehicles</li> <li>• Implement bicycle training schools (bike schools)</li> <li>• Ensure maintenance of the metropolitan non-motorised transport infrastructure network</li> <li>• Develop and keep updated an accessible mapping of non-motorised transport infrastructure for the public</li> <li>• Promote the implementation of bicycle parking facilities in public spaces</li> <li>• Additional recommendations to strengthen this strategic axis</li> </ul>
<p>Strategic Axis 3: Integrated Public Transport System</p> <ul style="list-style-type: none"> <li>• Base map for expanding coverage and improving public transport service in the Guadalajara Metropolitan Area (AMG)</li> <li>• Develop actions to prioritise public transport circulation along strategic corridors</li> <li>• Implement new mass public transport lines and complementary actions</li> <li>• Implement intermodal transfer zones</li> <li>• Improve the quality of public transport stops</li> <li>• Strengthen supervision mechanisms to ensure the quality of public transport service</li> <li>• Introduce electric units into the public transport system</li> <li>• Promote the use of vehicles adapted to demand and/or terrain conditions in specific urban areas</li> <li>• Create an integrated public transport monitoring data system</li> <li>• Facilitate access to public transport information</li> <li>• Update the General Technical Quality Standard for mass and collective public transport services in the State of Jalisco</li> <li>• Diversify public transport financing schemes</li> <li>• Improve the quality and safety of taxi services</li> </ul>
<p>Strategic Axis 4: Management of Private Motor Vehicle Mobility</p> <ul style="list-style-type: none"> <li>• Expand the number and coverage of paid on-street parking zones</li> <li>• Support the design and implementation of school mobility management plans in priority areas</li> <li>• Promote mobility management programs in workplaces</li> <li>• Strengthen and expand the speed monitoring points program</li> <li>• Enable remote management of the traffic signal network</li> <li>• Reinforce "one-and-one" vehicle circulation strategies</li> <li>• Improve coordination to manage mobility impacts from mass events</li> <li>• Implement low-emission zones</li> <li>• Implement programs to ensure active mobility infrastructure is not obstructed by motor vehicles</li> <li>• Standardise procedures for obtaining accreditation for exclusive parking spaces</li> <li>• Strengthen actions to ensure road safety for motorcycle users</li> </ul>

<sup>1</sup> <https://pimus.imeplan.mx/>

## Measure

### Strategic Axis 5: Urban Logistics

- Regulate and optimise last-mile freight delivery through loading/unloading infrastructure and sustainable modal shift
- Improve and expand facilities for urban logistics operations
- Renew and maintain freight vehicles to reduce pollutant emissions
- Update regulations on last-mile urban logistics in metropolitan municipalities
- Create a dedicated urban logistics unit within the state government structure
- Strengthen supervision and monitoring of freight vehicle circulation regulations

### Strategic Axis 6: Peripheral, Rural, and Regional Mobility

- Build and improve roads with the potential to connect rural and/or peripheral areas to the broader road network
- Ensure safety and universal accessibility at intercity transport terminals, their immediate surroundings, and their integration with public transport
- Develop technical documentary analyses of highway access points to the Guadalajara Metropolitan Area

### Strategic Axis 7: Urban Planning and Sustainability

- Consolidate the metropolitan road network
- Implement road design criteria under the "Complete Streets" approach at the metropolitan level
- Establish and standardise speed limits according to road use, function, and form
- Implement green infrastructure techniques in road construction and redesign projects
- Define and standardise minimum criteria for mobility impact studies required for approval of real estate development permits in metropolitan municipalities
- Develop a metropolitan technical standard harmonising parking use in public space and on private properties across the metropolitan area

### Strategic Axis 8: Road Safety Culture and Social Inclusion

- Develop strategies to promote a culture of road safety and social inclusion
- Implement mobility data collection mechanisms from a social inclusion perspective
- Strengthen the institutional capacity of public agencies responsible for mobility planning and management
- Strengthen training and prevention protocols against community sexual violence in mobility systems
- Strengthen public engagement and socialisation processes for mobility projects and policies
- Additional recommendations to strengthen this strategic axis

## Core impact indicators baselines

The SUMP does not provide impact projections.

Indicator	Baseline - 2016
<b>Total annual transport-related GHG emissions (Mt CO<sub>2</sub>eq)</b>	6.2 Mt CO <sub>2</sub> eq
<b>Annual transport-related GHG emissions per capita (kg CO<sub>2</sub>eq)</b>	2,994 kg CO <sub>2</sub> eq / capita
<b>Road safety</b> Annual traffic fatalities in the urban area per 100,000 inhabitants	3.45 fatalities/ 100,000 hab
<b>Modal share</b> Increase in the modal shares of trips by public transport, walking and cycling.	Formal public transport: 47% Informal public transport: 0.89% Walking: 26,9% Cycling: 2.73% <b>TOTAL: 77,52%<sup>2</sup></b>

<sup>2</sup> Datos 2021 (Encuesta Origen - Destino COVID Área Metropolitana Guadalajara)

# Perspectives for Implementation

## SUMP as an instrument of metropolitan integration

The Guadalajara Metropolitan Area developed its Sustainable Urban Mobility Plan (PIMUS). Supported by Euroclima, packages of measures were identified and included in the plan's implementation, along with the development of the Emerging Metropolitan Mobility Strategy (EMME) in 2021 as an articulation tool for the nine municipalities to integrate urban mobility measures aligned with the strategic axes of the SUMP. This process favours the normative integration of urban mobility, land-use planning, and climate-change actions. It aligns strategies and actions to improve long-term living conditions for the metropolis's population.

## Insights from Practice: lessons learned from the SUMP process

### The management of the COVID-19 pandemic required the launch of a specific, temporary mobility planning document

During the SUMP update process, the public health emergency caused by the spread of COVID-19 required the publication of a document outlining mobility-related measures and recommendations aligned with the PIMUS's progress at that time. These actions were designed to facilitate a gradual social and economic recovery and to enable the metropolis to adapt to its "new normal."

This document was the Metropolitan Emergency Mobility Strategy (EMME). The strategy was conceived as a reference framework for urban mobility, providing a metropolitan-level mobility diagnosis as of 2021 and corresponding actions. One of its main objectives was to provide a practical tool for integrating the mobility component into Municipal Development Plans that were then being prepared.

### Developing mechanisms for citizen participation at the metropolitan level

Mechanisms were developed and implemented to integrate a collective vision that accounted for the realities of the nine municipalities and addressed their needs within a metropolitan framework.

### Preparing a SUMP for a metropolitan region creates challenges and complexity, but it also provides citizens with sustainable mobility services that transcend administrative boundaries.

In the face of metropolitan coordination, SUMP development required participatory processes and decision-making involving many stakeholders from the nine municipalities. Therefore, the SUMP considered nine realities for mobility planning and ensured important alignment with other local instruments at various levels: Climate Action Plans, Metropolitan Territorial Plans, and Municipal Development Plans.

The sustainability and implementation of the SUMP might depend on the commitment of many authorities. Therefore, the participatory process and the level of institutional involvement have been crucial, as has alignment with municipal development plans, enabling implementation beyond administrative periods and political will.

## Highlights from the past year

### Line 4 of the Guadalajara Urban Electric Train was inaugurated on 15 December 2025<sup>3</sup>

This marks a key expansion of SITEUR, extending rail service from Las Juntas through Tlaquepaque to Tlajomulco de Zúñiga. The project is worth 270 million USD. This ~21 km electric light rail line serves eight stations and marks a milestone in metropolitan connectivity. Uniquely, Line 4 was delivered under a public-private partnership in a co-investment model that integrated private capital alongside state and federal contributions, requiring the winning consortium to invest significant private funds for construction and operation, a first in Mexican urban rail infrastructure that helped de-risk public finances and accelerate delivery.

### Digitalising sustainable urban mobility planning is an innovative solution used for the first time in the Latin American context, with potential for replication.

Periplo is possibly the first case study of digitalisation for urban mobility planning in Latin America, serving as an initial effort to replace or complement traditional origin-destination surveys. Digital tools such as Periplo might collect daily data and enable monitoring and evaluation of short-term measures and actions. Periplo has many opportunities for improvement, but it represents an important step towards digitalisation in urban mobility planning.

***Last updated December 2025***

<sup>3</sup> Infrastructure Financing of the Year – Mexico: Guadalajara Light Train Line 4 – LatinFinance