

# Transportation Systems, Just and Feminist

## Self-Assessment Tool User Manual

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**MUJERES  
EN MOVIMIENTO**  
WIM - WOMEN IN MOTION

**despacio**

**tumi**

**wi** Women  
Mobilize  
Women

**ITDP**  
Instituto de Políticas de Transporte  
y Desarrollo

# Transportation Systems, Just and Feminist

## Self-Assessment Tool User Manual

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## I. Introduction

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 mobilize 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 marginalized groups.

*Mujeres en Movimiento* (Women in Motion - WIM) is an international initiative led by women in the transportation sector in Latin America. It aims to strengthen their leadership in industries that lack diversity and gender equality through a network of active cooperation and governance across civil, private, and public sectors.

Given the context of economic growth and accelerated urbanization in Latin America, local authorities face the challenge of ensuring the expansion of transportation networks in an inclusive and sustainable manner. This requires incorporating a gender perspective from the planning and implementation stages of projects, while also addressing the intersectionality of social realities. For this reason, this document has been developed to propose a checklist with a gender perspective through a practical tool. This tool allows for the evaluation of public transport systems in urban contexts across Latin America, encompassing the planning, implementation, and monitoring stages. It is intended for use by both local authorities and service providers to measure the extent to which gender perspectives are included in these services.

The initial section of this document outlines the general challenges faced by women and highlights the importance of incorporating gender perspective indicators into public collective and mass transit systems. It also presents a conceptual framework for key terms related to gender perspectives, which serve as the basis for the categories used to structure the checklist.

To provide insight into the progress made in the region, this document offers a summary of the review of Latin America's advancements in policies and the development of gender and mobility indicators in countries such as Mexico, Ecuador, Colombia, and Brazil. Finally, it presents a detailed manual for using the tool, enabling the practical measurement of the inclusion of a gender perspective in urban transportation services, is presented in detail.

## **II. Challenges and Rationale**

Mobility is a fundamental right, serving as a key enabler for accessing other rights such as healthcare, education, social security, workplaces, and recreational spaces. However, women's mobility patterns are particularly diverse, shaped by both their individual needs and the demands of their households and families, as well as the dynamics of their living environments. In the Latin American context, women face significant mobility challenges, as their access to better economic opportunities and security remains limited.

Transportation systems are traditionally planned according to male-oriented dynamics, focusing on routes that prioritize areas with work centers. This approach often neglects zones critical to women's chain commuting, which is frequently associated with household and caregiving responsibilities. In addition, the lack of intermodal options and the presence of physical barriers due to non-inclusive urban design are factors that hinder the mobility of women and people with disabilities. This is compounded by insufficient lighting and the presence of blind spots at stations and stops, which increases the risk of harassment and violence.

Similarly, the high cost of fares, or the lack of differentiated fares based on the needs of vulnerable groups, and the absence of protocols for addressing violent acts in transportation infrastructure serve as a disincentive for women and vulnerable individuals to use these services.

Therefore, integrating a feminist approach into mobility helps reduce the gender gap by considering the specific needs of women in the planning and operation of the different services, as well as ensuring that transportation policies and projects are more equitable and sensitive to gender differences.

In this regard, the development of gender-sensitive indicators related to mobility will help address these gaps and ensure more equitable access to transportation, understood as a means to access employment, education, leisure, supplies, and healthcare. By improving mobility conditions, women are empowered, enabling them to make decisions and achieve physical and economic autonomy.

## **III. Objective and Scope**

This document introduces an evaluation tool in the form of a checklist, which allows mobility institutions and transportation service providers to self-assess their progress in incorporating the gender perspective into the delivery of transportation services.

Additionally, it provides a set of indicators designed from a feminist approach, aimed at guiding and supporting the evaluation with a gender perspective of transportation projects, plans, and public policies in Latin American cities. This tool seeks to mainstream the gender perspective across all stages of public transportation projects, enabling the measurement of gender equality in these projects, as well as identifying information gaps so that authorities and service providers can establish mechanisms for their generation.

This work is primarily aimed at transport authorities in Latin American cities and service providers, as they are responsible for the planning, implementation, operation, and monitoring of public transport in urban areas. Its main objective is to provide a comprehensive framework that facilitates informed decision-making and effective management of public transport systems, while mainstreaming a gender perspective. Within the framework of this exercise, various aspects of the urban context and formal public transportation are addressed, including both mass and collective transportation. These systems can be operated by public entities, private operators under concessions, or other modalities that comply with the requirements established by regulatory entities.

The phases to be considered in public transportation projects include:

**Planning stage:** Ensure that the specific needs of the trips made by women users are included from the initial stage, as well as the active inclusion of women in the contracting and bidding processes for the design and provision of services.

This planning stage considers the expansion, improvement, and sustainability of transportation systems based on technical studies with a gender perspective. These studies aim to highlight the specific characteristics of women's trips, many of which are related to caregiving and addressing household needs, and do not always align with the collective mobility patterns in the city.

**Implementation stage:** Includes the development and improvement of infrastructure for the provision of transportation services, such as stations, terminals, and routes that guarantee accessibility for all population groups, but specifically to facilitate women's access and provide the essential elements to ensure their safety during their journeys.

**Operational stage:** Establish criteria for the training and sensitization of operational and administrative staff, ensuring that they recognize and address the mobility needs of women in their daily work. This includes adapting and improving operations to enable necessary adjustments based on user feedback, as well as designing performance data analysis to better understand and respond to women's needs.

**Monitoring and follow-up stage:** Design key indicators to evaluate the performance of transport systems with a gender perspective. This stage involves the processes for service evaluations and identifying areas for improvement, as well as ensuring that mechanisms are in place to communicate results, thereby ensuring transparency in the evaluations.

#### **IV. Theoretical and conceptual framework**

This section outlines the conceptual framework to understand and address the key variables and concepts that were essential in designing this tool to ensure gender mainstreaming in public transportation.

**Terms associated with mobility, limited to the scope of this project.**

**Sustainable mobility** refers to a set of actions, infrastructures, and techniques designed to balance transportation needs with the preservation of the environment and the well-being of people. Its objective is to promote more sustainable forms of travel in urban space and to mitigate climate impacts, therefore, it promotes walking, cycling, and using public transport as the main modes of transportation. This approach reduces the impact of transportation on energy efficiency, climate change, and social justice, all of which are closely linked to mobility in cities and regions.

**Transportation systems** are networks that enable the mobility of people, supported by physical infrastructure such as roads, railways, bus stops, and subway stations. Their operation depends on the coordination between key actors: transport authorities, operating companies and users. For the purposes of this document, these systems are classified into two categories according to their capacity to transport users: mass and collective transport, considering factors such as the integration of different modes of transport, network planning, and service timeliness. These transport services are also provided by legally constituted companies operating transport units.

**Mass public transport** refers to systems with infrastructure designed to prioritize public transportation over other types of vehicles, offering the possibility of paying the fare before boarding and allowing for quick access. These systems can efficiently and safely mobilize large groups of users, such as trolleybuses, trains, and streetcars. Collective public transport, on the other hand, is a system that transports groups of passengers, generally operating with fixed routes, predetermined schedules, and an established fare. With a smaller capacity, it typically serves demand using buses and/or minibuses.

As the focus of this tool, it is necessary to understand that a fundamental actor in mainstreaming the gender perspective in transport is the **transport authorities**. These are public bodies or entities responsible for regulating, planning, supervising, and, in some cases, managing public and private transport in a given geographical area. Transport authorities can be local, regional, or national, and they play a critical role in implementing policies and strategies to achieve efficient, safe, and sustainable mobility. Their work includes authorizing and managing routes, fares, designing and implementing transport infrastructure, ensuring road safety, and promoting public transport alternatives. Additionally, they are the primary regulators of transport operating companies—legally constituted organizations that provide public transport services, manage fleets of vehicles (such as buses, trains, or streetcars), and operate within a city or region. These companies are required to comply with specific regulations to ensure the mobility of the population. The coordination work between authorities and operating companies coexists to meet the needs of users, who rely on public transport services to move within a city or region. These individuals depend on mobility options to access their daily activities, such as work, study, or caregiving.

However, in Latin America, the operating schemes of public transportation systems may vary depending on their operational structure and business model.

On the one hand, there are **public transportation systems operated by public entities**. These are urban mobility networks managed and administered directly by government agencies or state institutions, which are responsible for their planning, operation,

maintenance, and regulation in order to ensure equitable, accessible, and high-quality mobility for users. On the other hand, there are public transportation systems operated by private companies. These are **public transportation services provided by private companies** under the supervision and authorization of government entities, with the objective of providing efficient and sustainable mobility for the population while complying with the regulations established by the authorities.

In addition, to ensure the provision of transport services, **public transport systems can be co-financed**. This means they receive resources from national or subnational governments that promote equity in access to transport, especially in rural or underserved areas. This co-financing can be used to improve safety and ensure that the needs of all genders are considered in the planning and operation of public transport.

With respect to the **infrastructure components** associated with public transportation, stops in public spaces, transportation stations, collection centers, and vehicles are identified as strategic areas to ensure safety, accessibility, and comfort for all people, especially women, by considering their specific needs from a gender perspective in the design and operation of the service.

**Bus stops** are designated areas in public spaces for the boarding and disembarking of people traveling on the collective and mass public transport system, which can be marked with vertical signage or include furniture. In the Latin American and gender context, these should be safe, well-lit, and accessible to all people, including women, the elderly, and people with disabilities.

**Transportation stations** are more robust infrastructures and key nodes in public mass transit systems where passengers can board, disembark, or transfer between lines and/or modes of transportation. These stations must be accessible, safe, and comfortable for all users, especially those with higher usage and demand, such as women, seniors, and people with disabilities.

In the context of public transportation, transportation stops refer to places in public spaces designated for the temporary parking and organization of buses, coaches, vans, cars, trains, taxis, and other vehicles.

Finally, **vehicles** in this context refer to transportation units used to transport passengers, designed to operate on specific routes, comply with safety standards, and offer an accessible service. They include buses, trains, streetcars, trolleybuses, subways, vans, and others. These vehicles must be adapted to ensure that people can access, fit inside, and travel safely and comfortably.

## **The concept of gender as a fundamental category of analysis in the transport sector.**

The following describes the integration of a gender approach in mobility, beginning with the basic concepts and the relationship between mobility and gender to reduce the inequality gap.

It is important to understand from the outset that gender refers to the roles, characteristics, and opportunities defined by society as appropriate for men, women, boys, girls, and people with non-binary identities. Gender is also a product of the relationships between people and may reflect the distribution of power among them. It is not a static concept but changes over time and across different contexts. When individuals or groups do not conform to gender norms (including concepts of masculinity or femininity), roles, responsibilities, or relationships, they are often subject to stigmatization, social exclusion, and discrimination.

When we speak of the gender approach, we are also referring to the “gender perspective or gender component,” which in turn includes gender analysis. This perspective recognizes the diversity of genders and the existence of women and men as essential principles in the construction of a diverse and democratic humanity (Lagarde, 1996). Additionally, this gender perspective allows us to analyze and understand the characteristics that define women and men in specific ways, as well as their similarities and differences.

In addition, it is also worth discussing the differential approach, as it is a perspective of analysis that allows for the collection and dissemination of information on population groups with particular characteristics based on their age or life cycle stage, gender, sexual orientation, gender identity, ethnicity, disability, and other factors. This approach promotes the visibility of specific life situations and existing gaps, and helps guide public and private decision-making (DANE, 2020).

On the other hand, intersectionality allows us to understand the simultaneous presence of two or more differential characteristics in individuals (such as ethnicity, gender, disability, life cycle stage, among others) that, in a given historical, social, and cultural context, increase the burden of inequality, producing substantively different experiences among individuals (DANE, 2020).

Understanding this, we can establish that the gender approach to mobility involves adopting a perspective that recognizes that people have different experiences when moving around the city, influenced by various socially assigned aspects related to their identity. Mobility planning, implementation, operation, and evaluation should identify, recognize, and take these experiences into account.

### **Accessibility and right to the city**

On the other hand, mobility is directly related to women's autonomy. ECLAC, through its gender equality observatory, defines the 3 autonomies as follows:

Table 1. Types of autonomy in women

Type of autonomy	Description
Physical	It is expressed in two dimensions that address relevant social issues in the region: respect for women's reproductive rights and gender-based violence.
Economic	Women's ability to generate their own income and resources through access to paid work on equal terms with men, taking into account the use of time and the contribution of women to the economy.
Decision-making	It refers to the presence of women at different levels of government and measures aimed at promoting their full and equal participation.

Source: Own elaboration

Due to socially assigned roles and stereotypes between men and women, the travel patterns of both population groups differ. For this reason, it is important to analyze women's travel according to typical destinations, travel times, modes of transportation, travel motives, among other factors. This will help identify patterns and trends that reveal their needs, in order to offer inclusive and equitable solutions from the transportation sector that adapt to the needs of the other fifty percent of the population.

Therefore, in order to discuss mobility with a gender perspective, it is necessary to define care mobility, a concept coined by the academic Inés Sánchez de Madariaga that refers to travel related to care activities, predominantly carried out by women. Discussing care mobility helps to recognize, quantify, and make visible the trips associated with care and household work, such as accompanying minors, visiting or caring for sick relatives and/or the elderly, running errands, among others.

Inequality between women and men is addressed from different perspectives and topics. One of these includes analyzing how women and men allocate their time. Although everyone has the same amount of time each day, the way it is allocated to different activities is determined by the social and cultural roles assigned to men and women, which impacts their quality of life and well-being.

Based on these differences, the study of time use has made it possible to measure the importance and value of unpaid domestic and care work, which largely falls on women. "In this context, the concept of time poverty has emerged, referring, in general terms, to the situation in which a person faces considerable workloads and, therefore, has a reduced capacity to decide how to allocate their time, with negative implications for their well-being and development."

In this sense, the gender dimension becomes important when analyzing time poverty. The sexual division of labor has created inequalities in how men and women spend their time on paid and unpaid activities, as unpaid and care work disproportionately falls on women. "These differences in unpaid work and the constant increase in women's participation in paid activities affect their freedom to engage in other activities" (Patiño & INEC, 2015).

A study by the Barcelona Public Health Agency (Artazcos et al., 2024) indicates that people considered to be time poor are those who dedicate more than 67.3 hours per week to both paid and unpaid work. The study reveals that women are more likely to be time poor, which is associated with worse outcomes in health indicators. While men spend more time on paid work, women's commuting time, domestic and care work time, time spent at home and away from home, and total work time are longer.

On the other hand, in terms of infrastructure, feminist urbanism asserts that the center of social organization and habitat must be the reproduction of life. It argues that urban planning is not neutral, and that cities and neighborhoods "have been configured based on the values of a patriarchal society, so that the physical form of spaces has contributed to and continues to perpetuate these values. Feminist urbanism proposes placing people's lives at the center of urban decisions" (Right to the City, 2020).

It is important to note that Collectiu Punt 6, the feminist collective that has most developed and promoted this concept, points out that feminist urbanism goes beyond the gender perspective, as it analyzes how gender roles have direct implications for urban decisions and proposes a transformation of society by rethinking spaces. Feminist urbanism is not only a change in the formulation of projects, but also implies a radical shift in the value system that has structured the social and symbolic order of cities (Collectiu Punt 6, 2019). Therefore, feminist urbanism, through community participation, incorporates the diversity of people's experiences and considers these experiences and needs as essential to include in any urban planning process and project (Right to the City, 2020).

Finally, Collectiu Punt 6 argues that we must question the economic logic that has dominated urbanism and promoted the use of private cars for mobility, which has created a capitalist machine that feeds on itself and homogenizes all territories. For feminist urbanism, it is fundamental that spaces take into account the needs of daily life, allowing for the care of oneself and others, and fostering exchange, mutual aid, and the generation of community.

UN Women defines violence against women and girls as any act of gender-based violence that results in, or is likely to result in, physical, sexual, or mental harm or suffering to women, including threats of such acts, coercion, or arbitrary deprivation of liberty, whether occurring in public or private life. Violence against women and girls includes, but is not limited to, physical, sexual, and psychological violence occurring within the family or community, as well as violence perpetrated or condoned by the state (UN Women, blog).

Sexual violence is defined as any act of a sexual nature committed against the will of another person, whether that person has not given consent or is unable to give consent because they are a minor, mentally disabled, or severely intoxicated or unconscious due to alcohol or drugs. One form of sexual violence is sexual harassment, which includes non-consensual physical contact, such as when a person grabs, pinches, slaps, or touches another person in a sexual manner. It also includes other types of non-physical violence, such as heckling, sexual comments about a person's body or appearance, requests for sexual favors, sexually suggestive looks, stalking, or the display of sexual organs (UN Women, blog). One of the settings where sexual violence occurs is public transportation.

Given that sexual harassment and abuse behaviors in public transportation and access infrastructure are acts of gender-based violence, it follows that these behaviors should not be addressed solely through criminal law, but also through the obligation of states to ensure, guarantee, and regulate the provision of efficient, safe, and universally accessible transportation services. Therefore, urban mobility policy must include a gender perspective (Rozas & Liliana, 2015).

## **V. Gender perspective on the international agenda**

Recapitulating how the gender perspective in city planning and transportation systems is essential to creating inclusive, safe, and accessible urban spaces that respond to the needs and experiences of all people—something that has not yet been fully achieved—makes it a relevant issue in cities around the world.

The 2030 Agenda for Sustainable Development (2015), through 17 Sustainable Development Goals (SDGs), serves as a framework that allows Latin American countries to standardize and, above all, guide their efforts to eradicate poverty, protect the planet, and ensure prosperity for all people. These goals arise from the need to counteract the effects of climate change, where women and girls suffer the worst impacts due to their greater dependence on resources, as well as their limited access to them. This exacerbates existing gender inequality and threatens their livelihoods, health, and security.

Particularly within this agenda, SDG 5 establishes the commitment to achieve gender equality by directing efforts to create the conditions for the empowerment of all women and girls. Additionally, SDG 11 on sustainable cities and communities establishes the commitment to provide access to safe, affordable, accessible, and sustainable transport systems for all people and improve road safety. This includes expanding public transport and paying special attention to the needs of people in vulnerable situations, such as women, girls, children, adolescents, people with disabilities, and the elderly.

Along the same lines, in 2019, ECLAC, through its document "Mobility Policies and Gender Considerations in Latin America," highlighted the urgent need to continue working to link mobility and gender. It identified as the main challenge the need to raise awareness among decision-makers, both in the public and private sectors, about the importance and urgency of incorporating the gender perspective into mobility policies, which should become a central concern of the sector.

Thus, it is understood that social considerations, such as those related to gender, cannot be incorporated at the end of the processes but must be an integral part from the beginning. For example, early incorporation of these issues may allow for including measures in the technical specifications or operation contracts of mass transportation systems, such as promoting the acquisition of buses with seats reserved for pregnant women, safety bars at heights suited to the average height of female users, and spaces for baby carriages. These elements, which benefit both gender equity and the mobility of care, also promote inclusion, accessibility, and sustainability in the transportation system as a whole (ECLAC, 2019).

## Actions for female mobility in Latin American cities

Based on the review of progress made in the inclusion of the gender perspective in mobility in Latin America, some of the advances identified in cities in Colombia, Brazil, Ecuador, and Mexico are shown below, with the following generalities standing out.

First, in general, it is evident that women in cities tend to use public transport and walking as their main modes of transportation, particularly those with lower incomes. On the other hand, there is a widespread phenomenon of high levels of harassment and sexual violence on transport units, which affects the overall satisfaction of female users and leads to changes in behavior. These changes include, for example, redefining routes, adjusting journeys to times with more natural light, choosing areas with higher foot traffic, or other strategies that offer greater security for female users.

Although some documents already establish transportation indicators with a gender perspective, they still lack a clear methodology. In all cases, the absence of gender-disaggregated data and indicators sensitive to other diversities, such as race and intersectionality, is evident, particularly in the Latin American context.

Additionally, there is a significant lack of knowledge regarding patterns related to unpaid care and other specific activities. However, despite the limited number of examples, some initiatives have been identified among the countries studied that aim to integrate the gender perspective into the planning and operation of transportation systems. These initiatives are informed by the experiences of female users and promote equal opportunities in employment, leveraging current trends such as electromobility.

Although there are similarities among Latin American cities, each country's progress varies significantly, as political agendas often define different priorities.

Based on this analysis, in Colombia, for example, actions incorporating a gender perspective in urban mobility have been promoted by various local and international actors. These initiatives address gender-based violence in transportation, focusing on regulations, policies, and infrastructure. Some emphasize prevention and response to violence, integrating protection protocols into infrastructure planning, while others focus on collecting and analyzing data on perceptions of safety in public spaces, fostering collaboration to enhance women's safety.

Table 2. Actions carried out with a gender perspective in mobility in Colombia

Actions carried out with a gender perspective in mobility in Colombia		
Executing Actor	Gender category	
Scale:	Municipal governments, international and regional networks, NGOs, social organizations, women's groups and academics.	Gender violence/ Regulation and policies
		Assessment dimension: Planning and implementation
		1. Declaration of Bogota - Safe Cities for Women and Girls (2004): is a policy of response and attention to cases of gender-based violence, where a regional and institutional call is made so that situations of violence can

	Executing Actor	Gender category	Actions carried out with a gender perspective in mobility in Colombia
C i t y			be prevented, addressed and escalated, as well as protocols for the prevention of violence against women in the implementation and planning phases of national infrastructure.
	UN Women “Safe Cities Free of Violence against Women”, through the District Secretariat for Women.	Gender-based violence/ Accessibility and quality of infrastructure	<b>Assessment dimension: Planning, operation and monitoring</b>  2. Safetipin Strategy (2016): map-based application, collects, analyzes and disseminates information on the perception of insecurity and sexual harassment in cities and accessibility to stations, their connection and safe public space. Addresses women's right to a life free of violence, promotes active collaboration to work on the perception of safety, replicable in public space and environments beyond public transport.

Source: Own elaboration

The following table summarizes actions incorporating a gender perspective in urban mobility in Brazil, implemented by various actors, including transportation agencies, research institutes, and public administration. These initiatives address specific issues such as care mobility and gender-based violence. They also focus on planning and analyzing mobility surveys, studying women's and girls' access to the city, and examining specific needs and limitations in low-income areas, as well as violence and perceptions of safety in transportation. The aim is to reduce inequalities and enhance women's travel experiences.

Table 3. Actions carried out with a gender perspective in mobility in Brazil

	Executing Actor	Gender category	Actions carried out with a gender perspective in mobility in Brazil
S c a l e: C i t y	The São Paulo Metropolitan Company	Care mobility	<b>Assessment dimension: Planning</b>
			1. Origin-Destination Survey (2017 or 2021): Results are based solely on primary mode of travel, surveys focus emphasis on home-to-work travel and categorization of motives into “work, education, shopping, health, recreation/visiting/leisure, and personal business” diluting trips for domestic work and caregiving. The data generated do not include racial self-reporting.
	Institute for Transportation and Development Policies Brazil (ITDP)	Care mobility	<b>Assessment dimension: Operation</b>
			2. Women and children's access to the city (ITDP, 2018): a document focused on the experience of women in Recife and the municipalities of its metropolitan region, it attempts to incorporate the racial dimension to the analysis, understanding the interests and needs of women, in particular, from the perspective of the challenges and limitations experienced by poor black women; in addition, to the perspective of caregivers and the impact on their lives and travel patterns.
			<b>Assessment dimension: Monitoring</b>

Executing Actor	Gender category	Actions carried out with a gender perspective in mobility in Brazil
The Geoprocessing Laboratory (LabGeo) of the Polytechnic School of the University of São Paulo stands out	Accessibility and quality of infrastructure	3. The Geoprocessing Laboratory (LabGeo) of the Polytechnic School of the University of São Paulo stands out as a benchmark in mobility data analysis, addressing specific topics such as social exclusion related to transportation, spatial analysis of mobility and urban accessibility, road safety and logistics; assessing access and travel conditions, including travel time, cost, transportation overcrowding, gender and race.
SECRETARIA MUNICIPAL DE MOBILIDADE E TRÂNSITO, Department of Public Transport	Gender violence	<b>Assessment dimension: Operation</b>
		4. Project "Transport for All: gender and race in urban mobility (SMT/SETRAM, 2023): aims to raise awareness, train and improve the transport sector in the Metropolitan Region of São Paulo, in order to reduce gender and racial inequalities in urban mobility. The project seeks to establish channels and protocols for reporting sexual abuse in the transportation system.
Patrícia Galvão Institutes, Locomotiva and Uber	Gender violence	<b>Assessment dimension: Monitoring</b>
		5. Women's Perceptions and Experiences of Traveling in Cities (Patrícia Galvão and Locomotiva Institutes, Uber, 2023): The research starts from the collection of data on women's travel habits weekly travel frequency, day/night schedule and mode, by gender and race.

Source: Own elaboration

Actions with a gender perspective in Ecuador's mobility sector have been identified primarily in the operational dimension, focusing on preventing gender-based violence in public transportation through awareness campaigns and a system for reporting cases of sexual harassment. Additionally, guidelines have been established to mainstream the gender approach in transportation at the national level.

Table 4. Actions carried out with a gender perspective in the mobility of Ecuador

Executing actor	Gender category	Actions carried out with a gender perspective in Mexico mobility
UN Women and Local Governments of Quito and Cuenca; Fundación Municipal Patronato San José and Agencia Española de Cooperación para el Desarrollo (Spanish Agency for Development Cooperation)	Gender violence	<b>Assessment dimension: Operation</b>
		1. UN Women Safe Cities for Women and Girls Program (2019): travel experience of women and girls in public transportation, the development of communication campaigns to make sexual harassment visible as a form of gender-based violence. A reporting system was established for cases of sexual harassment in the municipal public transport system.
Quito Subway, Metropolitan Public Company		<b>Assessment dimension: Planning and implementation</b>

S c a l e: N a t i o n a l L e v e l	Executing actor	Gender category	Actions carried out with a gender perspective in Mexico mobility
		Regulation and policy/Gender violence	2. Development, approval and implementation of three specific plans for the integration of the gender perspective in the construction and operation of the first subway line in Quito (2020): I. Employment and organizational plan with a gender perspective, II. Safety plan with a gender perspective and III. Communication plan with a gender perspective, as well as specific specifications for the implementation of the complaint system for sexual harassment cases.
	Republic of Ecuador, Ministry of Transportation and Public Works of Ecuador; Municipality of Quito.	Regulations and policies	<b>Assessment dimension: Planning</b>
			3. National Sustainable Urban Mobility Plan (2023) that includes guidelines for gender mainstreaming. In 2024 Quito approved its Sustainable Urban Mobility Plan with a gender approach.

Source: Own elaboration

Finally, in Mexico, efforts with a gender perspective have primarily focused on addressing gender-based violence, which has been considered in almost all evaluation dimensions except monitoring. Although many actions have been implemented, long-term monitoring remains necessary. Another area of focus in Mexico is care mobility, which emphasizes the planning and operation stages, while labor participation has centered on implementation in recent years. All these actions are aimed at the city-level scale.

Table 5. Actions carried out with a gender perspective in the mobility of Mexico

S c a l e: c i t y	Executing Actor	Gender category	Actions carried out with a gender perspective in Mexico mobility
	National Institute of Statistics and Geography (INEGI)	Care mobility	<b>Assessment dimension: Planning</b>
			1. Origin-Destination Survey (2017): is a key tool in the generation of information regarding mobility patterns, being applied infrequently in Mexican cities, mainly because of its high costs, but also, these instruments in Mexico do not include the travel value chain paths of women (Jirón, 2017).
	Government of the City of Mexico, Secretariat of Mobility (SEMOVI)	Gender violence	<b>Assessment dimension: Monitoring</b>
			2. Strategic Plan for Gender and Mobility of Mexico City (2019) establishes sectoral indicators for Mobility, where it seeks to consolidate a baseline comparable between states on pre-existing actions on mobility with a gender perspective and incorporates indicators relating to complaints of violence and sexual harassment against women and girls.
	Government of Mexico City, Secretariat of Women, Secretariat of Mobility (SEMOVI), World Bank.	Gender violence/ Labor participation	<b>Assessment dimension: Implementation and operation</b>
			3. Gender and mobility in Mexico City. Progress, challenges and recommendations (SEMOVI and Secretaría de las Mujeres, 2019): implemented actions divided into two axes that are of interest for their impact: Axis 1: Prevention and effective attention to violence and sexual aggressions, which focuses specific actions to link public transport and public space as safe places; Axis 3: Gender equity in the Integrated Mobility network, makes an analysis of challenges and pending issues detected in its implementation, it highlights an increase in the

Scale: National Level	Executing Actor	Gender category	Actions carried out with a gender perspective in Mexico mobility
			participation of women, mainly in operational areas, drivers or as supervisors.
	Government of Mexico, Secretaría de Desarrollo Agrario, Territorial y Urbano (SEDATU); Instituto Nacional de las mujeres (INMUJERES).	Gender violence	<b>Assessment dimension: Operation</b>
			4. Guidelines for the prevention and attention of sexual harassment against women in public transport (SEDATU-INMUJERES, 2022): material and a protocol are developed to carry out training workshops in all city governments in the country, with the objective of sensitizing both drivers and authorities linked to the service and train them on prevention actions, but also on how to act in the event of such an event.
	Government of Mexico, Ministry of Agrarian, Territorial and Urban Development (SEDATU).	Care mobility	<b>Assessment dimension: Operation</b>
			National Mobility and Road Safety Strategy 2023-2042 (ENAMOV). A través del Eje 5: Género e inclusión, la estrategia nacional pretende transversalizar la movilidad con perspectiva de género; se incluye un análisis sobre la Movilidad del cuidado y la participación de las mujeres en el sector de la movilidad y el transporte.
	Ministry of Agrarian, Territorial and Urban Development (SEDATU); National Institute for Women (INMUJERES).	Care mobility	<b>Assessment dimension: Operation</b>
			5. Guide for Equal Mobility with a Focus on Care (2024). Offers key concepts, application methodologies and tools to guide those involved in mobility projects towards the incorporation of the gender perspective with an intersectional and care approach.

Source: Own elaboration

It is important to compare where efforts are being concentrated to generate changes in mobility with a gender perspective in Latin American cities. Currently, it is evident that efforts across all countries are primarily focused on addressing gender-based violence across various evaluation dimensions. Notably, Mexico has had the greatest impact, while Brazil emphasizes monitoring, and Colombia and Ecuador are beginning to incorporate it into their planning processes.

Table 6. Actions carried out with a gender perspective in some Latin American countries by dimension of analysis and category of gender

Gender category	Dimension			
	Planning	Implementation	Operation	Monitoring
Gender violence	Ecuador, Colombia	Ecuador, México	Colombia, Brasil, Ecuador, México	Brasil, México
Labor participation		México		
Mobility of care	Brasil, México		Brasil, México	
Accessibility and quality of infrastructure	Colombia			Brasil
Travel experience				
Regulation and policies	Ecuador	Colombia		

Source: Own elaboration

It is worth noting that Brazil is the country that has made the most progress in the gender category of care mobility. Ecuador stands out for beginning to implement actions with a gender perspective in the category of regulations and public policies, paving the way for the development of guidelines to mainstream a gender perspective. This marks a significant milestone for the future of this issue in the country.

It is important to emphasize that, although Colombia's efforts have primarily focused on the category of gender-based violence, there have also been contributions to analyzing the accessibility and quality of its infrastructure, as well as efforts to sustain temporary and/or permanent employability for women.

## VI. Tool User's Manual

This evaluation tool is designed as a checklist to help mobility institutions and transport service providers perform a simple self-assessment of their progress in gender mainstreaming in the provision of their services.

### Background

In 2020, Women in Motion (WIM) developed a methodology for identifying gender-sensitive criteria and indicators called “Open Contracting for Gender-Sensitive Public Transportation.” The aim was to create a guide for open contracting processes in public transportation systems through the collection and presentation of open data, improving the public transportation experience for women and excluded populations.

This methodology was aimed at representatives of local authorities, as well as civil society, academia, and the private sector, and took into account the different stages of development for any mode of transportation, especially for projects under concession to third parties, including the pre-feasibility, planning, execution, management, and evaluation stages. The indicators were structured into four categories: open contracting, operation and management, and vehicle and infrastructure. Each category is described below:

Table 7. General structure of the categories of analysis of the document “Open contracting for public transport with a gender perspective”

<p style="text-align: center;"><b>Open Contracting</b></p> <p><b>Objective:</b> To identify whether the contracting process is open, meaning there is transparency regarding contracting information, allowing government, businesses, and civil society to actively participate throughout the process (Open Contracting Partnership, n.d. a).</p> <p><b>Axes:</b></p> <ul style="list-style-type: none"> <li>- Open contracting public policy.</li> <li>- Open contracting process.</li> </ul>	<p style="text-align: center;"><b>Operation and management</b></p> <p><b>Objective:</b> Identify the elements that must be included to achieve gender mainstreaming in public transportation systems.</p> <p><b>Axes:</b></p> <ul style="list-style-type: none"> <li>- Public policy on gender in public transportation.</li> <li>- Open data, sensitization, training and information to personnel.</li> <li>- Parity in operation, decision making and contracting.</li> <li>- Monitoring and follow-up.</li> <li>- Affordable information and technology.</li> </ul>
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<p style="text-align: center;"><b>Vehicle</b></p> <p>Objective: Focused on the inclusion of the gender perspective in various modes of transportation used for public transit, such as public bicycle systems (individual public transportation), buses, trolleybuses, rapid transit buses, subways, and trains</p> <p><b>Axes:</b></p> <ul style="list-style-type: none"> <li>- Comfort and focus on care travel.</li> <li>- Harassment prevention and physical safety.</li> </ul>	<p style="text-align: center;"><b>Infrastructure</b></p> <p>Objective: This refers to the inclusion of a gender perspective in the facilities necessary for providing public transportation services, such as stops, stations, operation centers, maneuvering yards, and their immediate surroundings.</p> <p><b>Axes:</b></p> <ul style="list-style-type: none"> <li>- Comfort and safety.</li> <li>- Connection between systems to promote intermodality.</li> <li>- Terminals, stations and complementary services.</li> </ul>
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Source: Own elaboration

This paper presented a review of the current status and proposed some relevant issues with a view to becoming indicators for gender mainstreaming, highlighting three key moments:

- Open data processing depends on political will, as well as on data collection and standardization, given the lack of metrics that hinders the connection between gender and public transport.
- Phases of gender mainstreaming, particularly in the granting of public transport concessions.
- Lack of protocols to help authorities incorporate open data with a gender perspective, along with a strong need for coordination between authorities and service providers.

Overall, this document highlights the recent and still limited integration of the gender perspective in public transport, as well as the need for protocols and standards to improve this process.

## Tool Components

The tool's checklist is organized into four assessment dimensions: planning, implementation, operation, and monitoring. These dimensions are further broken down into five gender categories: travel experience, accessibility and quality of infrastructure, labor participation in the transport sector, care mobility, and internal regulations and public policies. For each dimension, key questions related to gender equity within the transport sector are presented, allowing respondents to select from predefined answers such as “Yes,” “No,” or “Partially.” Each answer is assigned a score based on the level of complexity in its implementation.

The central idea of basing the evaluation first on the proposed dimensions allows the evaluation to be organized into key areas, generating a structured analysis. This facilitates the identification of strengths and weaknesses in each stage, helping to develop more focused and effective actions to improve gender equity comprehensively throughout the public policy cycle related to public transport.

On the other hand, including gender categories in the tool is crucial to ensure that the actions assessed are directly related to gender mainstreaming in the transport sector, identifying inequalities, participation gaps, and specific areas for improvement. By establishing questions based on these categories, the tool enables institutions to effectively track progress toward gender equality, design more inclusive policies, and make informed decisions to promote fair services and equal participation of women in the sector.

The qualitative and quantitative evaluation criteria in the tool are essential for providing a comprehensive framework to analyze the gender perspective from different angles. The qualitative criteria capture perceptions, experiences, and contextual factors that affect gender equity, while the quantitative criteria facilitate objective and accurate measurement of progress by providing numerical data on participation and the achievement of equality goals.

By combining both types of criteria, the tool enables a balanced assessment, ensuring a better understanding of the impact of gender-focused interventions.

## Instructions for tool use

This section outlines some of the prerequisites, as well as the knowledge and data that should be considered before using the tool:

1. **Basic knowledge of the gender perspective:** It is recommended that those responsible for filling out the tool have at least a basic understanding of gender inequalities in the transport sector. If this knowledge is not available, it is suggested to review the Glossary of Concepts with a feminist perspective found at the end of this document in detail.
2. **Familiarization with the transport sector:** It is important to understand the structures, competencies, functions, and key actors within the institution in order to manage the necessary information and ensure the completeness of the evaluation.
3. **Access to relevant data:** It is necessary to have data on the participation of men and women in the sector, including employment, leadership, policies and regulations, and access to transport services. This data should be up to date and specific to the city being assessed.

## Step-by-step guide on how to use the tool

### 1. Collect the data needed for the assessment:

- **Identify sources of information:** The data needed for the evaluation can come from surveys, interviews, internal reports, administrative records, or specialized studies on urban mobility issues. It is important to ensure that these data are disaggregated by gender and include relevant information on users, as well as on the working conditions and participation of women in decision-making within the sector.

- Consult with the areas involved: It is recommended to open a communication channel with other areas within the institution to facilitate access to direct information on the actions and policies implemented.

## 2. Data entry in the tool

- Load the data into the corresponding sections: The tool is divided into assessment dimensions, and each dimension requests specific data to be entered in the predefined fields. It is important not to alter the fields and to follow the order established by the tool to ensure a correct assessment.
- Select qualitative and quantitative responses: For each question in the checklist, the user must select from options such as "Yes," "No," and, in some cases, "Partially." The response should be the one that most closely aligns with the policies or practices related to the gender perspective. None of the questions will require the entry of numerical data.

## Interpretation of Results

By answering all the questions in the checklist, you can access the "Result" tab, where you can view the level of maturity regarding the inclusion of the gender perspective in the provision and/or management of public transport in the evaluated city. Based on this result, it is recommended to consider the following:

1. **Understanding the level of maturity in terms of gender mainstreaming:** Each of the levels considered contains a general description of the characteristics that the institution under evaluation is likely to have. Therefore, a thorough reading of this section is recommended.
2. **Identification of gaps:** Questions answered with "No" or "Partially" should be considered as obvious gaps that need to be addressed.
3. **Critical areas and strengths:** As the checklist is organized into "Dimensions" and "Gender Categories," it facilitates the identification of both areas where gender equity is strongest (e.g., high levels of female participation in technical training) and those where urgent action is required (e.g., lack of policies to prevent harassment in the workplace).
4. **Comparison with previous evaluations:** This tool can be used multiple times. Once critical areas have been identified, specific actions can be proposed to advance gender inclusion. After implementing actions based on the evaluation, a new assessment can be conducted to identify possible improvements.

## Recommendations for improving gender equity

The following strategies and actions can be implemented to improve gender equity:

1. **Development of gender policies and regulations:** If the results show a lack of formal policies or mandatory mechanisms to ensure gender equity, one action would

be to design and implement clear policies with enforcement mechanisms. These policies can range from contracting processes for works and services to protection against discrimination and harassment in both work environments and transportation services.

2. **Gender equity training:** Provide workshops and awareness programs for all personnel, from management to operational levels, to foster an inclusive environment.
3. **Encourage female participation in leadership and decision-making:** Create mentoring and professional development programs for women. An initial action may be to establish quotas or goals to ensure greater participation of women in the sector, although this measure should be linked to the fulfillment of the required profiles to ensure the inclusion of qualified individuals.
4. **Continuous monitoring and evaluation:** Implement a regular follow-up system based on gender indicators. Results should be reviewed periodically to ensure that the actions implemented are generating the expected effects or need to be rethought.
5. **Promotion of an inclusive work environment:** Promote policies for reconciling work and family life, such as flexible working hours, parental leave, and safe, discrimination-free workplaces, to ensure that both men and women can develop on equal terms and prevent the burden of household responsibilities from falling solely on women.

These general recommendations can be adapted to the specific context of each city, prioritizing the critical areas identified by the tool. This approach will better target actions and increase the likelihood of steady progress toward gender equity in the sector, benefiting both women workers and service users.

### Monitoring indicators: What are they and what are they for?

In the last section of the tool, a list of follow-up indicators is provided. These indicators are proposed to identify actions that can be implemented, as well as to determine the type of information needed for their calculation, enabling continuous monitoring of progress toward gender equity in the transport sector. These indicators are a proposal and can be adapted to the local context, but in general, they serve as a reference to measure whether the implemented actions generate the expected results.

Main functions of the monitoring indicators:

- ☐ Monitoring progress for ongoing follow-up.
- ☐ Assessment of compliance with established gender objectives.
- ☐ Making informed, evidence-based decisions.
- ☐ Define accountability and transparency of the organizations involved.
- ☐ Early detection of problems or areas where progress is insufficient.

These monitoring indicators provide accurate and continuous data, which are key to ensuring that gender equity remains a priority within the sector and to adjusting strategies based on the results obtained.

## VII. References

### Web pages:

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## VIII. Glossary of Concepts with a Feminist Perspective

Concepts	Definition related to the object of this study
<b>Harassment / violence</b>	Refers to any form of unwanted, intimidating or violent behavior, often directed towards women and gender-diverse people. This may include verbal, physical or sexual harassment. The feminist perspective seeks to eradicate these forms of violence and promote a safe, respectful, and inclusive transportation environment for all users.
<b>Comfort</b>	Quality that implies safe, equitable and respectful access. It considers factors such as personal safety, prevention of harassment, accessibility, and consideration of gender-specific needs in the design and operation of transportation.
<b>Demand for service</b>	Refers to the need for transportation services that are accessible, safe, comfortable and equitable for all genders. It involves recognizing and responding to the specific mobility needs of women and gender-diverse people, including flexible schedules, safe routes, and appropriate vehicles, to ensure an inclusive and equitable public transport service.
<b>Disaggregation of data</b>	Refers to data analysis that distinguishes between different genders and needs. This approach identifies and addresses gender inequalities in transport access and use, and contributes to the planning of more inclusive and equitable transport services.
<b>Gender inequalities</b>	Refers to the systematic and unfair disparity of opportunities, resources, power and treatment between people of different gender identities. It manifests itself in different spheres of life, such as access to education, the labor market, politics, family relations and social representation, resulting in injustices and limitations for women compared to men. These disparities are often based on social, cultural and economic norms that perpetuate gender stereotypes and privilege one group over another.
<b>Difference between the dimensions of feminism / gender.</b>	Gender refers to the social and cultural constructs surrounding gender identities, while feminism is a movement with a political dimension that seeks to challenge and change gender inequalities, promoting equality and justice for all people.
<b>Modal distribution and unseen care trips</b>	The concept of “modal split” refers to the distribution of trips between different modes of transport. However, this approach often fails to recognize and visualize so-called “care trips,” which are those related to caring for others, such as taking children to school, accompanying elderly relatives to medical appointments, or performing household chores. The categorization of travel motives used into “work, education, shopping, health, recreation/visits/leisure and personal affairs” dilutes trips made for domestic work and care activities, as opposed to trips for paid work, which end up having more weight in the results. The results used, which define the “modal split”, are mainly based on the main mode, defined by mode capacity or travel time.
<b>Complementary elements of transportation systems</b>	These are aspects such as adequate lighting, clear signage, accessible and safe infrastructure, and user services that consider the needs of women and people of diverse gender. These elements seek to improve safety, accessibility and comfort in public transportation, promoting a more inclusive and equitable travel experience.
<b>Technical studies with a gender perspective</b>	This is research and analysis that considers gender differences in transportation use and access. These studies seek to understand and address the specific barriers and challenges faced by women and gender-diverse people, and use these findings to inform the design and implementation of more inclusive and equitable transportation policies and systems.
<b>Gender</b>	The characteristics and roles associated with men and women are shaped by cultural norms, expectations and values that vary over time and among different societies.
<b>Inclusion</b>	It refers to ensuring that all genders have equal access, safety and comfort in transportation. It involves considering the specific needs of women and gender-diverse people in the design and operation of transportation, preventing gender-based harassment and violence, and promoting policies and practices that ensure gender equity in all aspects of public transportation.
<b>Intermodality</b>	They will be understood as those points designed to facilitate shifts from one mode of transport to another. Understanding that walking, public transport and intermodal travel are central to women's lives, while men tend to make more linear, round-trip, home-work trips and travel more by car and motorcycle (Svab 2016). For those living in the suburbs, public transportation and intermodal integration are even more relevant, allowing access to opportunities that are concentrated in a few centralities.
<b>Mobility of care</b>	These are trips made to care for others, such as children, the elderly or the sick. This mobility recognizes and values care work, often performed by women, and seeks to ensure

Concepts	Definition related to the object of this study
	that public transport systems are accessible, safe and responsive to the needs of those who perform these care tasks.
<b>Active participation of women</b>	Recognize women as an important actor in the planning and operation of transport services and not only from a user's point of view.
<b>Dependent persons</b>	These are individuals who require assistance for their mobility, such as children, the elderly, and people with disabilities. Feminist inclusion seeks to ensure that these individuals have safe, comfortable and dignified access to public transportation, considering their specific needs and promoting infrastructures and policies that facilitate their mobility and autonomy.
<b>Gender perspectives (as defined in the IKI guidelines)</b>	<p><i>Gender-negative: intentionally defends and reinforces unequal gender roles, relations, norms and discrimination.</i></p> <p><i>Gender-blind: ignores unequal gender roles, rights, responsibilities, relationships, norms and gender-based discrimination and likely defends them.</i></p> <p><i>Gender-sensitive: recognizes unequal gender roles, relations and norms, but does not address them or addresses them only marginally. Gender-sensitive: actively addresses the negative consequences of unequal gender roles, relations and norms.</i></p> <p><i>Gender-transformative: addresses the underlying causes and social, structural or value-based roots of unequal gender roles, power relations and norms.</i></p>
<b>Intersectional perspective</b>	The concept of intersectionality of gender and race emerged from the U.S. black feminist movement in the 1970s. Kimberlé Crenshaw, an African-American jurist and academic, coined the term in 1989, emphasizing that gender and race are intertwined in the exclusion of black women. This intersection is reflected in Latin America, where black women are the most disadvantaged by the quality of transportation, facing different inequalities than white men and women.
<b>Race</b>	Socially constructed concept because racial categories and the characteristics attributed to them vary among different cultures and societies, and do not have a solid scientific basis. Perceptions of race are influenced by historical narratives, political power and ideologies that have been used to justify the oppression and exploitation of certain ethnic groups. Ideas of racial superiority and inferiority have been constructed over time to perpetuate systems of hierarchy and discrimination.
<b>Security</b>	A state of integral well-being that goes beyond the absence of violence or physical threats. It includes personal, emotional, economic and social security. In a feminist context, security also implies the elimination of all forms of gender discrimination and violence, including domestic violence, sexual harassment, and discrimination at work and in society.
<b>Work overload</b>	The overburdening of women with household-related work compared to men is the result of a complex set of factors that include entrenched gender norms in society. These norms often impose disproportionate responsibility on women for unpaid domestic work and caring for family members, as well as limiting their opportunities to participate fully in education, the economy and politics.
<b>Feminist urbanism</b>	Refers to the planning and design of cities and transportation systems that consider the needs and experiences of women and gender-diverse people. It seeks to promote gender equity in urban mobility, ensuring safe, comfortable and equitable access to public transport, and recognizing and valuing the care tasks and different forms of mobility associated with women and gender-diverse people.

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