

Terms of reference (ToRs) for the procurement of services above the EU threshold

ANNEX I RESULTS MODEL

Name of the module <i>Just Urban Mobility Transition in Brazil</i>	Project number G-012569-001	Duration 06/2025 to 05/2028
Land/Region/global Brazil	Impact matrix created on 17.02.2025	

Important Note: The original document (*Wirkungsmatrix*) was created in German and approved by BMZ in German. This translation is provided by the project team. The officially approved text of the indicators, however, is the German version.

Objectives	Indicators	Sources and timing of data collection	Premises
Objective of the Development Cooperation Program “Just Transition in the Energy and Urban Sectors in Brazil” Energy supply and urban development in Brazil are made CO2-neutral, climate-resilient and socially inclusive.	Development Cooperation Program Indicator 3 25 additional measures to decarbonize and adapt the Brazilian economy to the climate have been implemented and are having an impact. Base Value: 0 Measures Target value: 25 actions Current value: 7 measures Expected to be reachable in runtime: yes	Survey of the target group within the framework of the supported programs and projects.	not to be filled in
	Development Cooperation Program Indicator 4	Survey of the target group within the framework of the supported programs and projects.	

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	2,100,000 people, 50% of whom are women and 25% are from marginalized groups, have access to newly created or improved sustainable basic services, infrastructure or urban services. Baseline: 0 people Target: 2,100,000 people Current value: 715,000 people Expected to be reachable in runtime: yes		
	Development Cooperation Program Indicator 6 4,500 people, 50% of whom are women and 25% of whom are from socio-economically disadvantaged groups, have participated in municipal, regional or national political decision-making processes or in decision-making processes on urban development. Baseline: 0 people Target: 4,500 people, of whom 50% are women and 25% are people from marginalized groups Current value: 1,100 people, of whom 50% are women and 25% are people from marginalized groups Expected to be reachable in runtime: yes	Evaluation of attendance lists and online participation procedures, especially in the context of ReDUS; Platform on which a large part of the participation formats of the ministry and city administrations are implemented.	
Module objective The conditions have been created to improve the quality of public transport in Brazilian cities while	Module objective Indicator 1 Number of coordinated national policies and funding programs on urban mobility that have included criteria for climate protection and the	Own survey on the existence of adopted national policies and funding programs and their analysis with regard to the inclusion (anchoring) of criteria for climate protection and the consideration of the needs of women	Despite possible political changes due to the 2026 presidential elections, there is still political will to improve the quality of public transport.

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focusing on the needs of women and people of color.	consideration of the needs of women and people of color in their instruments. Baseline: 0 policies or support programs (so far none of the mobility policies or funding programs contain corresponding criteria) (11/2024) Target value: 1 policy or funding program (12/2026)	and people of color in their instruments. Coordinated means that national policies and funding programs for urban mobility are coherent in terms of content and operation, with the Ministry of Cities in particular taking on a coordinating role to align the measures of different levels and actors towards common goals. Criteria for climate protection and the consideration of the needs of women and people of color are, for example, vehicle emissions, lighting, emergency call systems, video surveillance, accessibility and accessibility of certain neighborhoods. Date of data collection: 12/2026	
	Module objective Indicator 2 Number of cities that have decided to implement contract models or data collection methods with a focus on the needs of women and people of color in public transport. Baseline: 1 City (11/2024) Target value: 3 cities (05/2028)	Own analysis of cities' decisions on contract models or data collection methods with a focus on the needs of women and people of color. “Decided to implement” means that a formal decision is taken by a competent body that has a legally or administratively binding effect. Contract models in public transport that take into account the needs of women and people of color integrate requirements to promote safety, service quality, inclusion and	

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		accessibility into the planning, operation and management of services. Public transport data collection methods that address the needs of women and people of color include approaches such as gender-specific surveys and data collection to make their experiences, safety needs and mobility requirements visible. Date of data collection: 05/2028	
	Module objective Indicator 3 Number of thematic data analyses on the mobility of women and people of color included in a national urban mobility monitoring tool. Baseline: 0 thematic data analyses (no thematic data analysis on the mobility of women and people of color has been included in a national instrument so far) (11/2024) Target value: 1 thematic data analysis (05/2028)	Own analysis of national instruments for monitoring urban mobility with regard to thematic data analyses on the mobility of women and people of color. Thematic data analysis refers to specific sections within dashboards of a national urban mobility monitoring tool that present data, indicators and analyses with a focus on the mobility of women and people of color. These dashboards organize relevant information in a visual and interactive way and enable the monitoring and evaluation of urban mobility policies and measures that affect these populations. Included means that the thematic elaboration is presented in terms of content and visuals in the monitoring instrument.	

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	The baseline and target values of module objective indicators 1, 2 and 3 are provisional. They will be reviewed in the first year of implementation and adjusted, if necessary, as part of the initial reporting of the project.	Date of data collection: 05/2028	
Output 1 The knowledge of relevant actors for the development of national policies or programs that take into account the needs of women and people of color in public transport has been strengthened.	Output indicator 1.1 Number of participation formats in which criteria for climate protection and the consideration of the needs of women and people of color in public transport were discussed as input for national policies or programs. Baseline: 1 participation format (11/2024) Target value: 4 participation formats (05/2028)	Own survey on participation formats and their analysis with regard to the discussed criteria for climate protection and the consideration of the needs of women and people of color in national policies or programs. Participation formats are events within the framework of institutionalized bodies at the national level, such as the Advisory Council of Cities (<i>Conselho das Cidades</i>) or the Forum for Urban Mobility (<i>Fórum Consultivo de Mobilidade Urbana</i>), to which city administrations and civil society are invited. Date of data collection: 05/2028	The relevant stakeholders are committed to improving the quality of public transport with a focus on the target group and are willing to apply the knowledge they have learned. Sufficient financial resources are available to implement improvements in infrastructure, operations and safety. Data that takes into account the needs of women and people of color is available and will be integrated into the planning processes. The developed data collection and analysis methods are introduced and are incorporated into information systems and planning processes at national and local level.
	Output indicator 1.2 Number of relevant actors who have successfully participated in trainings on the needs and relevance of women and people of color in public transport. Baseline: 70 people (11/2024) Target value: 300 people (05/2028)	Analysis of the documentation of the training measures carried out and the training certificates acquired by the participants, disaggregated by gender. Training measures on the needs and relevance of women and people of color in public transport include, for	

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		example, webinars or face-to-face (in-person) courses. Successful participation in a training course is proven, for example, by a final test and the awarding of a certificate. Relevant actors are, for example, representatives of associations of public transport operators, trade unions, transport authorities and those responsible at national level. Date of data collection: annual survey.	
Output 2 The regulatory and operational framework conditions for urban public transport are more geared to the needs of women, people of color and people with disabilities.	Output indicator 2.1 Number of cities that have developed measures to address the needs of women, people of color and people with disabilities in public transport. Baseline: 3 cities (11/2024) Target value: 5 cities (05/2028)	Own analysis of the measures with regard to implementation maturity and consideration of the needs of women, people of color and people with disabilities in public transport. Measures include, for example, emergency call and reporting systems, cameras and lighting, barrier-free infrastructure or better routing for connecting residential areas with workplaces and daycare centers. Date of data collection: 05/2028	
	Output indicator 2.2 Number of contracts or technical regulations for the operation of public transport that have been revised to take into account the needs	Own analysis of the valid contracts or technical regulations for the operation of public transport in Brazilian cities, regarding their	

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	of women, people of color and people with disabilities. Baseline: 1 contract (11/2024) Target value: 3 contracts or technical regulations (05/2028)	consideration of the needs of women and people of color. Contracts or technical regulations for the operation of public transport set binding requirements for operators, such as quality standards, safety specifications, environmental requirements/standards, accessibility and compliance with legal regulations for public transport. Date of data collection: 05/2028	
Output 3 The basis for urban mobility planning that takes into account the needs of women and people of color has been improved in terms of data collection and analysis methods.	Output indicator 3.1 Number of data collection and analysis methods for urban mobility planning validated by relevant stakeholders that consider the needs of women and people of color. Baseline: 0 Data collection methods (so far there are no data collection methods that take into account the needs of women and people of color) (11/2024) Target value: 1 data collection method (05/2028)	Own analysis of the validated data collection methods regarding their consideration of the needs of women and people of color. Relevant stakeholders are transport planners, civil society organizations and researchers from scientific institutions. Validated means that the data collection methods have been reviewed by the relevant stakeholders and recognized as suitable, reliable and effective in addressing the needs of women and people of color in urban mobility planning. Date of data collection: 05/2028	
	Output indicator 3.2 Number of proposals for integrating different data sources for urban mobility planning that	Own analysis of the proposals for urban mobility planning regarding the mapping and relevance for the	

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	take into account the needs of women and people of color. Baseline: 0 proposals (so far there is no corresponding proposal, and existing data sources are not integrated) (11/2024) Target value: 1 proposal (05/2028)	consideration of the needs of women and people of color in planning processes. The proposal for the integration of different data sources should include spatial, demographic and thematic aspects and make them accessible for urban mobility planning. The preparation is carried out in cooperation with state/public research and statistical institutes. Date of data collection: 05/2028	
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[Quebra da Disposição de Texto]

Outputs	Key activities for the outputs	Premises
Output 1	- Promoting the national and international exchange of experience between urban and national actors on policies and programs for public transport geared to the needs of women and people of color. - Advising the National Secretariat of Urban Mobility (<i>Secretaria Nacional de Mobilidade Urbana</i>, SEMOB) of the Ministry of Cities on the integration of criteria related to women, people of color and climate change mitigation in indicators, targets, legal frameworks and support programs (e.g. <i>Avançar Cidades</i>, <i>Plano Nacional de Mobilidade Urbana</i>, <i>Marco Legal do Transporte Público Coletivo</i>) - Participation of city administrations and civil society in institutionalised participation formats (e.g. <i>Conselho das Cidades</i>, <i>Fórum Consultivo de Mobilidade Urbana</i>). - Implementation of activities to increase the visibility of equitable/just mobility with SEMOB during COP 30 in synergy with other projects and partners. - Conducting training sessions and raising awareness about equitable/just mobility in collaboration with sectoral stakeholders (e.g. <i>Frente Nacional de Prefeitas e Prefeitos</i>, FNP, <i>Associação Nacional das Empresas de</i>	Decision-makers, transport planners, scientists and civil society organizations actively participate in participation formats, training and validation processes. Policymakers support the revision of contracts and technical regulations. Transport authorities, private operators, civil society and relevant stakeholders work together effectively to develop and implement measures.

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	<i>Transportes Urbanos, NTP, Associação Nacional de Transportes Públicos, ANTP, Confederação Nacional do Transporte, CNT).</i>	
Output 2	- Carrying out diagnoses on the access to and use of public transport by women and people of color with the participation of the user groups. - Review and improvement of contractual models for public transport concessions with the partner cities, which give priority to the needs of women and people of color. - Developing measures to improve the quality of public transport for women, people with disabilities and people of color, with the participation of civil society (e.g. on issues of safety and access). - Implementation of pilot measures to improve the quality of public transport for women and people of color (e.g. routes, stops, intermodality) in the partner cities. - Strengthening the capacities of urban bus operators and transport authorities on equitable/just mobility, considering the needs of women and people of color.	
Output 3	- Development of methods for collecting data on women and people of color in cooperation with research institutes, universities and partner cities. - Identification of data sources on urban mobility, gender and people of color (access, quality, compatibility) and integration opportunities with SEMOB and research institutes. - Improvement and integration of existing monitoring systems with SEMOB (e.g. National Mobility Information System, <i>Sistema Nacional de Informações em Mobilidade Urbana</i>, SIMU) to analyze the social, economic and climatic impacts of urban mobility.	

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ANNEX II

ANALYSIS

GIZ Standard outline for the preparation of gender analyses

Gender analysis for Just Urban Mobility Transition in Brazil



Title of the project:	Just Urban Mobility Transition in Brazil		
Country/countries:	Brazil		
Sector:	Transport		
Commissioning party:	BMZ		
Recommendation for gender policy marker ¹ :	GE 2		
Purpose for conducting the gender analysis	☒ for a new project ☐ for a follow-on project ☐ for a modification offer ☐ for the GIZ portfolio in a country ☐ other: Click here to enter text.		
Status of the gender analysis	☐ Provisional gender analysis ☒ Finalised gender analysis		
Method conducting the gender analysis	☐ Desk study ☒ Desk study + data collection (e.g. on-site appraisal mission, interviews etc)		
Involved Gender FP	More than one option can be selected:: ☐ at the project level: ☒ *at the country level: Juliana Pinto ☐ *at the level of the department or regional division: Enter name ☐ *of the responsible unit in GloBe: Enter name <u>and</u> unit ☐ of the sectoral department: Enter name <u>and</u> unit * Please note: The Gender FP must be copied into all emails sent to the S+G Desk. For bilateral projects, the Gender FP of the country office should be involved; for		

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	regional projects, either the Gender FP of the country or area where the project has its headquarters, or the Gender FP of the department; for sectoral and global projects, the Gender FP of the responsible unit in GloBe.
Other persons involved	☒ officer responsible for the commission ☐ project member ☒ appraisal mission team member ☒ planning officer ☒ external consultant
Author of the gender analysis	Adriana Souza
Date	22.11.2024

Chapter 1: Introduction

The Urban Mobility and Transport sector in Brazil is characterised by conditions that marginalise and discriminate women and people of colour in urban environments. The "Just Urban Mobility Transition in Brazil" project aims to enhance the implementation of sustainable urban mobility in Brazilian cities by strengthening the participation of women and people of colour. By developing policies that include gender and race related aspects and data, it will be possible to promote and support the exchange of experiences among sector managers and technicians. This initiative will empower them to review and develop new contractual models and measures, create more participatory spaces, and incorporate gender and race considerations into data collection reflecting the needs of this target group in urban mobility and transport plans, policies, and research.

Chapter 2: Information on gender dimensions in the country or the region

1. Meta level (norms)

The history of Brazil is marked by profound social and structural inequalities stemming from the colonial period, which resulted in genocide, loss of land, and cultural destruction^{2,3}. This process established a hierarchical society based on race, gender, and class, privileging the white, land-owning, western, heterosexual, christian man⁴. black and indigenous women suffered multiple forms of oppression, including forced labour and physical, sexual, and psychological violence, as well as the loss of their cultural identities⁵. Even after the abolition of slavery in 1888, the black population continued to face marginalization, unemployment, and poverty, without support for socioeconomic integration.

Researchers such as Lélia Gonzalez⁶ and Sueli Carneiro⁷ highlight that racism linked to gender roles is a structural phenomenon in Brazil, perpetuated by social, political, and economic institutions. The intersectionality between race and gender is essential to understand the position of black women from colonization to the present day. Angela Davis⁸ emphasises that the struggle of black women is central to understanding the global dynamics of oppression and resistance.

In Brazil, it is still common for women to be associated with traditional roles, such as caring for the family and the home. This is reflected in the labour market, where many women face difficulties in advancing to better-paid and prestigious careers, especially in sectors like technology, engineering, and science. Brazilian society, in general, assigns different behavioral expectations to men and women. Women, for example, are often encouraged to be caring and docile, while men are encouraged to be strong and dominant.

Unfortunately, the country has high rates of violence against women, which reflects the normalization of norms that allow or justify aggressive behaviors in the context of intimate relationships. Currently, black women represent about 28% of the Brazilian population but are the most affected by poverty, unemployment, and violence, earning on average 44% less than white men⁹. In 2022, 62% of femicide victims were black women¹⁰. Campaigns against domestic violence and femicide have sought to reverse these norms, but the problem persists.

Negative racial norms (racism) impact the way people of colour are seen and treated in daily life. Often, negative stereotypes such as violence or lack of competence are associated with the black population, contributing to attitudes of exclusion or distrust. There is a hierarchy of "skin tones" that favors lighter-skinned individuals over those with darker skin. This phenomenon reflects the influence of structural racism and manifests in various situations, such as employment opportunities and social treatment.

Social inequality and racial discrimination lead to the segregation of many urban areas. Predominantly black communities, for example, often have limited access to quality public services, while wealthier and predominantly white areas possess greater infrastructure and security. In daily interactions, such as on public transport and in public spaces, people of colour and women frequently report discriminatory attitudes, including distrustful glances or instances of harassment.

2.2 Macro level (policies and laws)

Brazil has demonstrated a continuous commitment to various international agreements aimed at promoting women's rights and gender equality. However, the country has fallen 13 positions in the [Global Gender Gap Index](#)¹¹, now occupying the **70th** place among 146 countries. When compared to the 22 countries of Latin America and the Caribbean, Brazil ranks **16th**, falling behind nations like Chile, Argentina, Peru, Bolivia, and Colombia¹². The main bottlenecks for Brazil reside in the low political representation of women and the need for more effective policies to promote gender equality in all spheres. Brazil occupies nineteenth place in the ranking of female representation in the parliaments of G20 countries, ahead of only Japan. With a proportion of 14% of seats occupied by women in the National Congress in 2022, Brazil is far from reaching the gender parity¹³. To advance in this matter, Brazil has modified its Elections Law (Law No. 9.504/1997), which now requires parties to ensure a minimum of 30 per cent and a maximum of 70 per cent of candidates of each sex. Since 2023, several sanctions against parties have been confirmed by the Superior Electoral Court, with the aim of preventing the use of fictitious female candidates by parties in an attempt to illegally meet the gender quota.

It is also important to mention the process of accession¹⁴ to the Organisation for Economic Co-operation and Development (OECD), initiated in 2017 and intensified in 2022, which represents both recognition and a challenge for Brazil. However, despite this international commitment, there are significant challenges in the effective implementation of these policies. One of the main findings is the absence of ratification of International Labour Organization (ILO) Convention No. 190 on Violence and Harassment in the World of Work, adopted in 2019.

The country has experienced gradual progress in recognising women's emancipation in its legal and political frameworks. Important legal milestones include the ratification of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Federal Constitution of 1988, which prohibits discrimination based on sex, age, colour, or marital status, and the Maria da Penha Law¹⁵, which established mechanisms to prevent and curb domestic and family violence against women. Additionally, laws such as the Carolina Dieckmann Law¹⁶, the Femicide Law¹⁷, and the Mariana Ferrer Law¹⁸ have reinforced the legal protection of women against gender-based crimes.

Additional advances include the implementation of gender quotas in elections¹⁹, the recognition of same-sex stable unions by the Federal Supreme Court in 2011, and laws that classify offenses like sexual harassment²⁰ and stalking²¹ as crimes. In 2023, laws were enacted that strengthen women's autonomy, such as the amendment to the Family Planning Law²², allowing tubal ligation without the need for spousal consent; the program for the free distribution of sanitary pads by the Unified Health System (SUS)²³, aiming to assist the female population in situations of economic vulnerability and combat menstrual poverty; and the Program for the Prevention and Confrontation of Sexual Harassment and other crimes against Sexual Dignity in public administration²⁴, establishing measures to prevent and combat such conduct in the workplace.

Additionally, there has been a strengthening of protective structures for women through the uninterrupted operation of Specialised Women's Assistance Police Stations (DEAM 24 hours)²⁵, ensuring continuous access to protection and support services. Prioritising assistance to women in situations of domestic violence²⁶ by the National Employment System (Sine) facilitates the employment and financial independence of victims. The provision of rental assistance²⁷ as an urgent protective measure under the Maria da Penha Law offers financial support so that women victims of domestic violence can distance themselves from the abusive environment. Furthermore, the creation of the "No Means No"²⁸ Protocol is aimed at preventing harassment and violence against women in entertainment venues, such as nightclubs and concerts, promoting safety and respect in public spaces.

In 2024, the "Anti-Femicide Package"²⁹ was created, increasing penalties and emphasising the protection of women as a priority in the Brazilian legal system, along with the establishment of the National Care Policy³⁰ (currently under development). This policy aims to guarantee the rights of both those who need care and those who provide it, with special attention to gender, racial, ethnic, and territorial inequalities. It also seeks to promote the necessary changes for a more equitable division of care work within families and among the community, the state, and

the private sector. This proposal was sent to Congress in July 2024³¹. However, in June of the same year, the Chamber of Deputies approved the "Rape Bill"³². The proposal provides for prison sentences of six to twenty years for women who undergo abortions after the 22nd week of gestation, equating them with murderers - even in cases permitted by law, such as those resulting from rape. Contradictorily, the maximum penalty for rapist is 15 years, highlighting a legal inconsistency that penalises the victim more than the aggressor.

Regarding race, it can be stated that the country is moving towards equipping itself to reduce the abysmal gap, constructed since the European invasion, in terms of equality and equity in the treatment of people of colour, but it still has a long way to go. Among the existing instruments, the Law Against Racism³³ can be cited, which defines crimes resulting from racial and/or colour prejudice, classifying acts of discrimination as non-bailable and non-prescription crimes, including refusal of service in public places or denial of access to employment; the Statute of Racial Equality³⁴, which established public policies to eliminate ethnic-racial inequalities and guarantee people of colour the realization of equal opportunities and the defense of rights, creating guidelines for health, education, work, and culture aimed at people of colour, including affirmative actions; the Quota Law in Higher Education³⁵, which aims to guarantee access for public school students and self-declared black, mixed race, and indigenous students to federal universities and technical institutes, with reservation of places proportional to the racial composition of the state's population, expanding the presence of students of colour in higher education, as well as quotas for filling 30% of positions in public service exams; and the National System for the Promotion of Racial Equality (SINAPIR)³⁶, which acts as a form of organization and coordination aimed at implementing a set of policies and services directed toward overcoming racism throughout the national territory.

Since this project will span an electoral period in Brazil in 2026, an extremely important topic is to address the period from 2019 to 2022 (far-right government), presenting a scenario of setbacks in gender policies in Brazil due to a combination of conservative discourses, dismantling of public policies, and lack of investment^{37,38}. There were attempts to restrict reproductive rights, cuts in the budget allocated to women's policies, and the dismantling of agencies and public policies. For example, Ministries and Secretariats such as those for Women, Racial Equality, and Human Rights were extinguished and incorporated into the Ministry of Women, Family, and Human Rights, led by Damare Alves, known for her conservative positions on gender and sexuality issues³⁹.

Data from the Brazilian Public Security Forum⁴⁰ indicated an increase in femicide cases, and the unemployment rate among women reached 16.8% in 2022, compared to 11.7% among men⁴¹. In 2020, Brazil tragically became the country with the highest number of murders of trans people in the world, with 175 recorded deaths⁴². In the same year, the budget allocated to the National Secretariat for Women's Policies suffered a 50% cut compared to 2019⁴³. Regarding international positions, Brazil withdrew from international pacts that promoted reproductive rights and gender equality, such as the Montevideo Consensus⁴⁴.

Changes were also made to councils, such as modifications in the composition and function of participatory councils—for example, the National Council of Women's Rights—reducing the participation of civil society⁴⁵. Additionally, there was support for bills aiming to prohibit the

discussion of gender and sexuality in schools⁴⁶. The impacts on women and the LGBTQIA+ community were catastrophic⁴⁷; there were attempts to restrict access to abortion in cases provided by law (rape, risk to the mother's life, and fetal anencephaly). Ministry of Health Ordinance n°. 2,282/2020⁴⁸ established rules that made access to legal abortion more difficult, including the mandatory reporting to the police.

2.3 Meso level (institutions)

Brazil follows an organisational model based on federalism, characterised by decentralised political organisation, in which the Union, the States, the Federal District and the Municipalities have political, administrative and financial autonomy, as defined in the 1988 Federal Constitution. This model employs a division of competencies among the federative entities, allowing each to legislate and operate in their specific areas, such as health, education, security, and **transport**. The Union holds general and exclusive competencies of national interest, while states and municipalities address regional and local issues, respecting constitutional principles. Despite this structure, Brazilian federalism faces challenges, such as the concentration of resources within the Union and regional inequalities.

With the election of Luiz Inácio **Lula da Silva** in 2022, Brazil underwent a significant shift in its approach to international agreements and domestic public policies, particularly in the areas of gender equality and the fight against racism. The government has demonstrated interest in addressing issues such as violence against women, female participation in the labour market, and the implementation of affirmative action policies.

The current governmental structure comprises 31 ministries, notably the **Ministry of Cities**, led by Minister Jader Filho and Secretary Denis Andia in the National Secretariat of Urban Mobility, encompassing 13 programs and actions in the area of urban mobility. The **Ministry of Women**, headed by [Aparecida Gonçalves](#), consists of four secretariats and the National Council of Women's Rights. Among its initiatives, the [Brazil Observatory of Gender Equality](#) and the revival of the National Forum of Policy Organizations for Women stand out, aiming to strengthen actions throughout the country. The ministry also coordinated the 4th Technical Meeting of the G20⁴⁹ Women's Empowerment Working Group, resulting in a Chair Statement on gender equality. Together with the Ministry of Labour, it will coordinate the [National Plan for Pay and Employment Equality between women and men](#), comprising 79 actions.

The **Ministry of Racial Equality**, under the leadership of [Anielle Franco](#), is responsible for developing public policies to promote racial and ethnic equality. Notable initiatives include the [Racial Equality HUB](#), which consolidates databases disaggregated by colour or race; the Aquilomba Brasil program, aimed at promoting the rights of the quilombola population; and the [black Youth Alive Plan](#), focusing on reducing homicides and social vulnerabilities among black youth, generating opportunities, and amplifying the knowledge that emerges from marginalised communities.

The **Ministry of Indigenous Peoples**, led by [Sonia Guajajara](#), launched the "Indigenous Women Weaving Well-Being" program, fostering socioeconomic initiatives among indigenous women's collectives. The **Ministry of Human Rights**, headed by [Macaé Evaristo](#), operates on

various fronts in the realm of human rights. Notably, it has developed the [Data Panel](#), which provides information on reports of human rights violations, highlighting the need for greater engagement and dissemination, especially in the Northern region. The ministry also develops policies to combat prejudice and discrimination against the LGBTQIA+ population through the National Secretariat for LGBTQIA+ People's Rights.

The **Ministry of Management and Innovation in Public Services**, led by [Esther Dweck](#), has published the Federal Plan for the Prevention and Combating of Harassment and Discrimination in the Federal Public Administration⁵⁰. This plan establishes guidelines for federal agencies to create or adapt their sector-specific plans.

In addition to Brazil's ministerial structure, the country has civil society organizations that work on gender issues, women's rights, and specifically with black women. These organizations play a crucial role in promoting equality, defending rights, and combating gender and racial violence. They participate in discussion forums, propose laws and public policies, legally support victims of violence or discrimination, and conduct workshops, seminars, educational campaigns, studies, and reports that inform actions and policies.

However, these organizations still face significant challenges, including threats to the safety of their members, who may become targets of intimidation, physical assaults, or even murders; attempts to delegitimise their work through legal actions or restrictive legislation; virtual attacks and fake news aimed at discrediting the organizations; obstacles imposed by authorities or institutions that resist the proposed changes; and difficulties in obtaining resources due to unfavorable political contexts. In Table 1, some of these institutions can be found:

Table 1 – Relevant Institutions Working on Gender and Race Issues in Brazil

Institutions	Description
Instituto Patricia Galvão	Works on communication and advocacy to promote women's rights and gender equality, often addressing issues related to race and media representation.
Geledés Instituto Mulher Negra	A pioneering organization that promotes the rights of black women through advocacy, education, and policy development.
Casa da Mulher Trabalhadora (CAMTRA)	An organization that empowers women workers, addressing issues of gender and race discrimination in the labour market.
Instituto Marielle Franco	Established in honor of the late councilwoman Marielle Franco, it works to continue her legacy in fighting for human rights, especially for black women, LGBTQIA+ communities, and residents of favelas.
Instituto Alziras	A non-profit social organization whose mission is to expand and strengthen the presence of women, in all their diversity, in politics and public administration, as part of the necessary process of enhancing democracy and constructing solutions to public problems.
Coalizão Negra por Direitos	Defense of the rights of people of colour, including specific gender issues. Campaigns against racism and the genocide of people of colour.
Centro de Estudos das Relações de Trabalho e Desigualdades – CEERT	Non-governmental organization that produces knowledge, develops, and executes projects aimed at promoting racial and gender equality.

<u>Elas no Poder</u>	Mission to increase women's participation in politics and strengthen their roles in spaces of political power. They provide political education and electoral training.
<u>ONU Mulheres Brasil</u>	Implements programs that promote women's empowerment, combat gender-based violence, and ensure equality in the labour market. Works in partnership with governments and civil society to integrate a gender perspective into public policies.

Finally, it is extremely important to emphasise that Brazil is a country of continental dimensions, which brings both benefits and challenges to governance. While it is possible to adapt public policies to diverse local needs—promoting more adequate and representative solutions due to the autonomy of municipalities—there are challenges such as inequality in administrative and financial capacity among the federative entities. This can result in disparities in the quality of public services, as well as significant difficulties in regional/metropolitan governance. Such issues can lead to conflicts and unfavorable scenarios for the implementation of policies that are more sensitive to political contexts, especially those related to gender and race.

2.4 Micro level (target groups)

Being a project that targets women and people of colour, it is important to present data that reflect the social conditions of this population. Brazil is predominantly composed of people of colour, totaling 119.75 million individuals (56% of the total population). The data show some improvements in education, as the number of black students at Brazil's federal universities has risen from 17% to 49% between 2009 and 2024⁵¹. Women of colour represent the largest population group, with 60.6 million people (28% of the total population). Despite advances in education, they face the worst socioeconomic indicators in areas such as education, health, and the labour market. The percentage of women of colour with a completed higher education degree is approximately half that of white women, evidencing persistent racial inequalities.

Many data show that violence against women continues to rise in Brazil⁵². There were 1,238,208 recorded cases of violence, including homicides, femicides, assaults in the context of domestic violence, threats, stalking, psychological violence, and rapes. There was an increase in almost all types of violence compared to 2022, notably a 0.8% growth in femicides (totaling 1,467 women killed for gender-related reasons, the highest number since 2015), a 9.8% increase in domestic violence contexts, and a 33.8% rise in reports of psychological violence.

Sexual crimes have also followed this trend, with Brazil recording one rape every six minutes. Rape cases increased by 5.3%, victimising at least 72,454 women and girls. The victims are predominantly girls (88.2%), people of colour (52.2%), up to 13 years old (61.6%), raped by family members or acquaintances (84.7%) within their own homes (61.7%). This data reveals a serious structural problem in the protection of girls and women, especially those who are people of colour, against sexual violence.

Regarding the technical team and sector managers who will be involved in the project, the main bottlenecks identified were: (i) limited knowledge related to gender and race themes; (ii) difficulty in obtaining disaggregated data for application in existing or developing projects; and

(iii) lack of normative instruments that encourage the inclusion of the aforementioned themes in local and national plans. However, the persistence of gender inequalities, the increase in violence against women, and legislation that may exacerbate female vulnerability indicate the need for more effective and structural actions to tackle these challenges, creating an opportune scenario for raising awareness, qualification, and designing better practices for this group.

As for the organised civil society groups, they demonstrate enormous interest in participating in the construction of normative instruments. There is a strong desire for social participation and collective construction, which the project can leverage to foster community engagement and strengthen the proposed policies.

Conclusions for the project

- The Brazilian population is predominantly female and people of colour. Racism linked to gender roles in Brazil is a structural phenomenon, rooted since colonization and perpetuated over the centuries. The project has the opportunity to promote awareness, qualification, and best practices to face this challenge.
- Alarming data such as the decrease in female presence in political positions, socioeconomic inequalities, and the increasing violence against women indicate the need for immediate interventions, which can catalyse the implementation of projects with intersecting gender and race themes.
- With the election of governments more committed to gender and racial equality, the creation of programs like the National Plan for Pay and Employment Equality between Women and Men and the National Care Policy indicate opportunities to advance effective policies.
- The ability to adapt policies to local realities can increase the effectiveness of gender and race projects.
- Be attentive to setbacks with the change of government and harmful legislation such as the approval of the "Rape Bill," which penalises women who have abortions more than the aggressors themselves, showing legal and social inconsistencies.
- Women of colour, who represent the largest population group in Brazil (28% of the total population), face the worst socioeconomic indicators in education, health, and the labour market. The project can help to deconstruct this socioeconomic inequality.
- Managers and technicians in the sector have limited knowledge about gender and race issues, face difficulties in obtaining disaggregated data, and lack normative instruments that encourage the inclusion of these themes in local plans. The project has the opportunity to fill existing gaps by providing knowledge, resources, and tools for managers and technicians.

Chapter 3: Gender dimensions in the sector

3.1 Meta level

The gender gaps in the transport and urban mobility sector in Brazil are evident and manifest themselves in various ways. Women, who represent the majority of the Brazilian population and are heads of many households, face significant wage disparities compared to men, even when occupying equivalent positions. They use public transport more and walk more than

men^{53;54;55;56;57}, not by choice but due to limitations such as lower incomes, unpaid domestic responsibilities, and constant concerns about physical and psychological safety during travel in Brazilian cities.

Women's participation in the transport sector is historically low. Data show that only 18.19% of workers in the Transport, Storage, and Postal sector are women, and only 1.12% are black women^{58;59}. In the field of engineering, they represent just 20% of the professionals registered with the Regional Councils of Engineering and Agronomy^{60;61}. Additionally, 89.2% of the heads of municipal transport policy management bodies are men, 55.5% of whom are white⁶². This significant underrepresentation limits the inclusion of women's perspectives in the political and operational decisions of the sector.

Women face a continuous sense of insecurity in urban travel. Sexual harassment is prevalent, with 46.7% of Brazilian women reporting having suffered some form of sexual harassment⁶³. This insecurity leads to behavioral changes, such as avoiding certain routes or times, which further restricts women's mobility. Research^{64;65} shows that 97% of Brazilian women are afraid of experiencing violence when moving around the city, and 80% declare feeling "very afraid."

Inadequate infrastructure exacerbates the challenges faced by women. The lack of accessible vehicles⁶⁶, appropriate sidewalks, and effective public lighting limits mobility, especially for those who care for children, the elderly, or people with disabilities. Another important data point is related to social class: the lower a person's social class, the more time is spent on travel⁶⁷. This implies that some cross-referencing of data is needed to understand that black women are the ones who spend the most time traveling. Due to transport research in Brazil not considering gender and colour/race in their approaches—for example, the Origin-Destination survey—and still focusing on binary commutes like home-to-work or home-to-school, numerous trips made by women are ignored in planning.

Furthermore, women's greater dedication to unpaid domestic chores—almost double the time dedicated by men (21.3 hours versus 11.7 hours per week)—restricts their participation in the labour market and affects their commuting patterns⁶⁸. The breakdown by colour or race indicates, in turn, that black or mixed race women were more involved in unpaid domestic work than white women (1.6 hours more), while for men, the declared colour or race did not affect the dedication to these activities.

The topic of road safety⁶⁹ is applied differently to men and women, taking into account various physical, behavioral, and social factors. Women are among the most vulnerable groups in traffic accidents, yet they have a lower risk of death, and when it does occur, in most cases they are pedestrians or vehicle passengers. This reinforces data on women's walking habits and reflects the differences in their choices when it comes to taking risks in traffic. However, most regulatory tests that assess vehicle occupant safety **use only average male models** and therefore do not reflect the specific physical characteristics and needs of women.

Finally, the perception that women's mobility is more "sustainable"^{70;71;72;73;74} because of their greater use of public transport and walking does not consider the constraints that lead to this pattern. Women often face economic and structural limitations that prevent them from

accessing faster or more comfortable means of transport. The burden of transport fares^{75;76} is proportionally greater for black women, who earn, on average, 47% of the income of white men.

3.2 Macro level

Decentralisation in Brazil is a fundamental principle established by the Federal Constitution of 1988, which assigns specific responsibilities to different levels of government. Regarding urban mobility and transport, Article 30, item V, stipulates that municipalities are responsible for "organising and providing, directly or under a concession or permission regime, public services of local interest, including collective transport, which is essential in nature." Furthermore, Metropolitan Regions and Urban Agglomerations have competencies to manage public functions of common interest, as per Article 25, §3. The Ministry of Cities acts as a coordinating body, establishing national guidelines such as the National Urban Mobility Policy (PNMU)⁷⁷ instituted by Law No. 12,587/2012. However, due to the constitutionally guaranteed municipal autonomy, centralising actions and mobility policies becomes complex, even with national instruments like the PNMU

Until now, the PNMU does not explicitly contemplate the dimensions of gender and race, despite generally promoting social inclusion and universal accessibility. This creates a promising scenario for the project in supporting and building the integration of these perspectives into the sector's legal and normative models and instruments. It is important to highlight that the lack of data disaggregated by gender and race is a problem, as it limits a deeper understanding of inequalities in the urban mobility sector.

In 2024, despite occasional advances like isolated municipal initiatives, there is still much to be done at the national level to effectively incorporate gender and race into urban mobility policies. Investments in the collection and analysis of disaggregated data are essential, as is the training of managers and technicians on gender and race equity. The explicit inclusion of these dimensions in the PNMU would reinforce the Federal Government's commitment to equality and facilitate the implementation of concrete actions across all levels of government.

The creation of Cross-Cutting Agendas⁷⁸ in the Multi-Year Plan 2024-2027^{79;80} and the Annual Budget Law of 2024⁸¹ represents a significant advancement. A total of R\$14.1 billion was allocated to the Women's Agenda, R\$2.7 billion to Indigenous Peoples, and R\$1.1 billion to Racial Equality. Programs⁸² like "Equality of Decision and Power for Women," "Women: Living Without Violence," and "Political and Economic Autonomy of Women" aim to strengthen female participation in decision-making spaces, combat violence, and promote economic autonomy, integrating with urban mobility strategies.

After the classification of sexual harassment as a crime^{83;84;85;86;87;88}, several cities implemented educational campaigns against harassment in public transport⁸⁹, such as "Together We Can Stop Sexual Abuse in Transport" in São Paulo⁹⁰ and "Don't Give Way to Sexual Harassment⁹¹. Woman, Do Not Be Silent" in Natal. However, measures like creating women-only carriages in subways and BRTs have been criticised for promoting segregation and not effectively addressing the root of the problem.

Although cities like Brasília⁹² and Rio de Janeiro⁹³ have implemented women-only carriages in metros and BRTs with the aim of prioritising female safety and curbing sexual harassment, this measure faces significant criticisms and limitations: it can be seen as a form of segregation that limits women's freedom by confining them to specific spaces, transfers the responsibility for harassment to the victims instead of focusing on the aggressors, does not address the risks that persist outside the "safe" carriages, and, according to official data and studies like that of Sobral (2018)⁹⁴, does not result in a significant reduction of harassment cases; moreover, similar international experiences show limited effectiveness⁹⁵, highlighting the need for policies that address gender inequalities more comprehensively, promoting inclusive, efficient, and sustainable urban mobility systems that not only protect but also empower women in public spaces.

Organizations like ITDP Brasil⁹⁶, CEERT, UN-Habitat^{97;98}, and UN Women⁹⁹ have developed projects to reduce gender and race inequalities in urban mobility, such as "[Transport for All](#)," "[Women's and Children's Access to the City](#)," and the "Safe Cities and Safe Public Spaces"¹⁰⁰ program. Despite these initiatives, the main bottlenecks remain in the lack of specific data, institutional insensitivity, and the need for public policies that consider intersectionality. Improving data collection and analysis by IBGE and the effective consideration of national gender policies are crucial for formulating more inclusive and effective policies in the transport and urban mobility sector.

The "Abrigo Amigo¹⁰¹" Project, an initiative by AlmapBBDO and Eletromidia, offers companionship and minimises the sense of insecurity for people who use bus stops alone through video calls at bus stops in the cities of São Paulo, Campinas, and Rio de Janeiro. Abrigo Amigo operates daily from 8 PM to 5 AM. By pressing the button, the passenger is connected to a center staffed by a team of 60 women who offer companionship while the user wait for their transport. In Brazil's capital¹⁰², the "Abrigo Amigo" program is included in Bill No. 1,047/2024, approved by the Plenary of the Legislative Chamber in June 2024.

There are also women's discussion spaces in transport such as [Mujeres en Movimiento](#), [Women Mobilize Women](#), and [Make Space for Girls and Women in Transport](#), which are considered interesting initiatives for future dialogue. Other potential collaboration opportunities identified after the appraisal mission include internal projects managed and developed by GIZ, such as **DUS III** (integrated urban development); **Sector Coupling** (electrification of public transport fleet and urban logistics).

3.3 Meso level

Among the main policies of the Ministry of Cities¹⁰³, the new Growth Acceleration Programme (PAC) stands out, a program that plans to invest R\$1.7 trillion across the country, prioritising high and medium-capacity transport systems such as subways, urban trains, light rail vehicles (VLTs), BRTs, and bus corridors. Approximately 40% of these investments are managed by the ministry, emphasising sustainable and inclusive solutions in urban mobility to reduce travel time and improve the quality of life in urban centers.

A significant institutional innovation was the creation of the **National Peripheries Secretariat**, which aims to reduce social and territorial inequalities by focusing on urban peripheral areas.

Initiatives like the "Periferia Viva - Urbanization of Favelas¹⁰⁴" program seek to improve living conditions in precarious settlements through investments in infrastructure, housing, and social programs. This action presents an opportunity to integrate gender and race perspectives, as the majority of the population in these areas consists of black individuals and households headed by women.

The Ministry's Urban Mobility Axis aligns with the United Nations Sustainable Development Goal 11, which aims to make cities more inclusive, safe, and sustainable. The strategic objectives include investing in public transport integrated with active transport, primarily benefiting women and vulnerable populations. Improving the quality of services by promoting safety and punctuality is crucial for women who rely on public transport for their daily commutes.

The National Urban Mobility Plan¹⁰⁵ is a strategic initiative for the integrated development of Brazilian cities. In 2023, it advanced with the creation of city typologies for mobility, in partnership with GIZ and financed by the German government. The National Urban Mobility Survey (Pemob)¹⁰⁶, incorporated into the development of the National Urban Mobility Information System (SIMU)¹⁰⁷, collects data from municipalities with more than 250,000 inhabitants, but only 19.4% of municipalities have completed their mobility plans, indicating implementation challenges and the need for greater municipal engagement.

A notable advancement is the proposal of the **Legal Framework for Collective Public Transport**¹⁰⁸, which explicitly includes gender and race dimensions in its principles and rights (Articles 4 and 16). The project aims to reorganise public transport services, diversify contracting models, and ensure integration and accessibility, addressing historical inequalities in the sector. The challenges include promoting sustainable and accessible travel, improving regulatory frameworks, and implementing the National Urban Mobility Plan.

Data from the National Association of Urban Transport Companies (NTU)¹⁰⁹ reveal that more than 2,800 municipalities are not served by urban buses, and only 20.8% of the obliged municipalities have Municipal Transport Plans (PMT). In cities with more than 60,000 inhabitants, walking (39%) is the predominant mode, followed by public transport (28%). The high cost of public transport disproportionately affects low-income families, especially women who are heads of households and depend on these services.

Public transport, being a strategic service for the dynamics of cities, sectors of passenger transport, and civil society advocate for the creation of the **Unified Mobility System (SUM)**¹¹⁰ which, similar to the Unified Health System (SUS), would allow the participation of federative entities — Union, States, and Municipalities — in the universalization of the service and the integration of investment and funding actions for public transport across the entire country. The SUM proposal is under discussion in the Chamber of Deputies, although their support is uncertain.

The Consumers Defense Institute (IDEC)¹¹¹ highlights the fragmentation of transport systems due to the lack of effective intermunicipal governance, resulting in inefficiencies and inequalities in access to mobility. Only the city of São Paulo includes anti-harassment tools in

public transport contracts, evidencing the need for greater institutional commitment to address gender-based violence in the sector.

Institutions such as the Applied Economic Research Institute (**IPEA**) and the Brazilian Institute of Geography and Statistics (**IBGE**) have a strong influence on the data and information pertinent to the project in question. Actors like the National Front of Mayors (**FNP**), which represents municipalities with populations above 80,000 inhabitants, totaling 415 municipalities and accounting for two-thirds of the population and three-quarters of GDP produced, and the National Bank for Economic and Social Development (**BNDES**), which conducts relevant research and studies for the transport and mobility sector, as well as the United Nations Environment Programme (**UNEP**), the Institute for Transport and Development Policy (**ITDP**), and the World Resources Institute (**WRI**), are developing complementary projects that will assist and support the execution of the Just Urban Mobility Transition in Brazil project, as shown in Table 2 below.

Table 2 – Complementary projects or studies

Organisation	Project/Study	Description
UNEP + ITDP	ACCESS	• Digitalisation of public transport • Regional project: Latin America • Partner cities in Brazil: Rio de Janeiro and Belo Horizonte
FNP	Big Data Study	• Standardisation and exploitation of public transport data • Partnership with MCid/ SEMOB • National level
BNDES	National mobility study	• Standardisation and exploitation of public transport data • Partnership with Ministry of Cities / SEMOB • 21 metropolitan regions in Brazil

The implementation of public policies faces obstacles such as administrative fragmentation, the absence of data disaggregated by gender and race, and an institutional culture insensitive to equity issues. Although there are legal frameworks and strategic initiatives, the effective integration of gender and race dimensions into urban mobility policies is limited. Civil society organizations, such as **AfroMob**, **Ciclocidade**, **Giro Preto**, **União de Ciclistas do Brasil** (UCB), **Pedal na Quebrada**, **Mobilidade Triplo Zero**, and **Rodas da Paz**, daily build interfaces with local, regional, and national governments. Brazil's territorial dimension and the decentralization of power generate numerous challenges for regional and national interventions; however, due to this characteristic, civil society organizations can be more active in their localities.

Overcoming these challenges requires robust metropolitan governance mechanisms, active participation from civil society, and political commitment to promote an inclusive and equitable transport system.

3.4 Micro level

An intersectional analysis of urban mobility in Brazil reveals that factors such as **race, gender, social class, and geographic location significantly influence access to urban services**. People of colour and residents in peripheral¹¹² areas face additional difficulties due to long distances and precarious transport, which contribute to racial segregation and limit their socioeconomic opportunities.

The perception of insecurity is higher among women, especially in public transport. Studies¹¹³ show that the lack of information about bus schedules and arrivals increases the vulnerability of women, who often wait alone at poorly lit stops, intensifying fear and insecurity. Additionally, there is a female underrepresentation in modes such as bicycle usage¹¹⁴, due to factors like inadequate infrastructure and cultural issues.

Despite the challenges, initiatives have emerged to empower women in urban spaces, such as women cyclist¹¹⁵ movements that use bicycles as a means of transforming gender relations in the city, promoting empowerment, and claiming their space in traffic. These actions demonstrate that mobility can be an instrument for social change and the fight against gender inequalities.

Technologies have been employed to combat sexual harassment in public transport. Applications like **JU.LI.A**^{116;117} and **NINA**¹¹⁸ allow victims and witnesses to report harassment cases in real time, facilitating the actions of competent authorities. In Fortaleza, the NINA 2.0 platform received 409 reports in one year, with 81% made by the victims themselves, predominantly women between 21 and 40 years old. These tools are essential for mapping incidents and formulating effective public policies.

Fortaleza stands out for implementing policies focused on gender issues in urban mobility. The city created the Fortaleza Women's Observatory¹¹⁹, which gathers data on violence against women, including harassment in public transport. In 2023, 79% of harassment victims in transport were women, with the most common type being "groped or groined" (45% of cases). Additionally, the city incorporated the "Woman" category into the *Fortaleza em Mapas* platform, allowing for urban planning that is more sensitive to gender issues.

Niterói also presents initiatives aimed at gender equity, although it still faces challenges in implementing effective public policies. The Municipal Women's Secretariat¹²⁰ works on areas such as diversity, entrepreneurship, and combating violence. However, the absence of specific tools to combat harassment in public transport indicates the need for greater attention to this issue.

The difficulties in implementing public policies in Brazilian cities include **the lack of integration between different government sectors, the absence of data disaggregated by gender and race, and budgetary limitations**. Administrative fragmentation and insufficient metropolitan governance hinder the creation of integrated and effective transport systems, particularly disadvantaging women and vulnerable populations.

To address gender issues in urban mobility, it is essential to adopt an intersectional approach that considers the multiple oppressions faced by women, especially black and those in peripheral areas. Investments in safe and accessible infrastructure, educational campaigns, the implementation of reporting technologies, and the inclusion of women in planning processes are essential strategies. The collection and analysis of specific data are also crucial to guide more effective and inclusive public policies.

Conclusions for the project

- Low participation of women in the sector, especially in strategic positions, and wage disparities do not favor the construction of intersectional urban mobility policies.
- **Insecurity and harassment, along with inadequate infrastructure in Brazilian cities, continuously influence the commutes of women and girls in Brazilian urban areas.**
- The impact of unpaid domestic responsibilities, such as women dedicating almost twice the time to household chores compared to men, limits the insertion of thousands of women and girls into the labour market and restricts their leisure time.
- **The development of public policies must address structural inequalities to promote a fairer and more inclusive urban mobility.**
- The project needs to be attentive to the misguided perception of sustainability due to the higher use of public transport and walking by women. Many do not choose these modes for sustainability reasons but out of economic and structural constraints, meaning invisible limitations of disproportionate economic impact.
- **The absence of explicit gender and race themes in the National Urban Mobility Plan (PNMU) corroborates the lack of disaggregated data in municipal mobility policies/plans. Creating spaces and conducting research that promote data disaggregation is essential.**
- The Ministry of Cities, having a national reach, can facilitate greater dissemination of successful projects like those in the city of Fortaleza and the use of the NINA technology to other municipalities.
- **Administrative fragmentation (decentralization), due to local institutional insensitivity, can hinder the coordination and integration of policies on a national and/or regional scale, thereby neglecting the specific needs of women, especially black women.**

Chapter 4: Gender responsiveness and expertise, as well as gender equality in the partner organisation(s)

All structures of the federal government incorporate the Integrity Program¹²¹ within the scope of the Federal Public Administration. Its objective is to promote the adoption of institutional measures and actions aimed at preventing, detecting, punishing, and remedying fraud and acts of corruption. This includes Ombudsman units, Inspectorates, the Special Advisory for Internal Control, and the Ethics Committee.

In January 2023, the Social Participation and Diversity Advisory Unit¹²² was established for all federal agencies. Its objectives are: i) to foster and articulate the Ministry's political relations with social movements and segments of civil society; ii) to strengthen and coordinate channels of dialogue and joint action between the state and civil society; iii) to guide and promote partnerships between public bodies and entities and civil society organizations on matters related to the Ministry; among others.

The Office of the Comptroller General (CGU), also within the federal governmental structure, recently launched the Guide on Moral and Sexual Harassment and Harassment in Public Administration (Lilac Guide)¹²³. This guide provides guidelines for the prevention and treatment of moral and sexual harassment, as well as discrimination within the Federal Government. It offers detailed information on what constitutes moral and sexual harassment and discrimination, including examples of cases that exemplify these practices. Additionally, it reinforces the role of the Ombudsman as the appropriate channel for receiving complaints, outlines how public agents should be treated and supported, and identifies mechanisms for anti-retaliation protection.

The Ministry of Cities is composed of six departments, with the Executive Secretariat coordinating the development and proposal of urban development policies and sectoral policies on housing, environmental sanitation, and urban mobility. This coordination aligns with regional diversity, environmental sustainability, and **respect for gender and racial equality**.

The project's main partner, the National Secretariat of Urban Mobility, currently employs 49 staff members, of which 25 are women. However, when examining the proportional representation of women in managerial and coordination positions, there is only one woman. Regarding the knowledge of technicians and managers on gender and racial issues, it remains limited, lacking depth. This situation presents a significant opportunity for training and capacity-building initiatives, thereby strengthening the aspects of public policy formulation and raising awareness of the persistent oppressions ingrained within the governmental structure.

Following the COVID-19 pandemic, the Ministry instituted the Management and Performance Program, which includes telework arrangements—whether full-time, part-time, or in-person, with performance assessed based on deliverables and productivity. Additionally, the Ministry offers a childcare allowance for children up to five years of age; however, this benefit does not cover the cost of private daycare services.

With the new federal administration in 2023, the country has reprioritised policies that encompass issues of gender, race, and income. Within the Ministry of Cities, these themes are addressed transversally in the formulation of urban public policies, for example in the Housing Policy and the Peripheries Policy. The Mobility Policy primarily focuses on the safety of individuals in public transport.

There are several timely opportunities with the introduction of the project to the Ministry, such as increased involvement of the Social Participation and Diversity Advisory Unit, thereby strengthening the unit's role within the Ministry and the federal government. Additionally, there

is a revision of the Institutional Strategic Planning (2024-2027), approved by the internal governance committee, to include gender and race considerations in the identity and occupation of positions (commissioned, outsourced, and permanent) within the agency. Furthermore, the Human Resources department is being sensitised to issues related to gender and race quotas¹²⁴, even in the formulation of new outsourced contracts.

Conclusions for the project

- The current political and technical composition of the Ministry of Cities is an extremely positive aspect for the project.
- To train managers and sector technicians in the utilization of race and gender data in research, studies, and policies related to urban mobility and transport.
- The lack of disaggregated data may impede the awareness and understanding of technical staff and managers in promoting a more equitable, fair, and sustainable transport system.
- The government transition (presidential election in 2026) during the project may impact its development.
- The project will be a national pioneer in effectively addressing aspects related to gender and race in urban mobility and transport.

Chapter 5: Gender responsiveness and expertise in the project/ among project staff in the country

5.1 Equal opportunities in the team

The personnel structure of GIZ Brasil is as follows (data from 01/2023)¹²⁵:

- **National Staff (NP):**

64% of the 320 staff members are women and 20 of them assumed leading positions. From the NP in leading positions (total of 26), 77% are occupied by women. In general, feminine national staff members occupied a high percentage of administrative positions.

- **International Staff (AMAs):**

Among the international staff (AMAs) there is under-representation of women at management level (Bands 5-7). From 42 AMAs, 16 are women (40%). From 16 international staff members in leadership positions (Bands 5-7), however, 7 are women (43,7%).

Efforts are being made to increase the proportion of women at management level and to take appropriate measures (based on an analysis of past recruitments, structural barriers and existing approaches in GIZ).

5.2 Gender expertise of the team members

In general, there is a clear awareness, interest and motivation on the part of GIZ employees to work on gender and human rights issues. With this in mind, the project represents a positive change with a majority female team and being led by a woman.

GIZ Brazil appointed a member of the team as national Gender-AP and, since June 2019 has two gender advisors for each program (50% Tropical Forests and 40% Energy), who support the projects on the subject. A one-year SFF project also strengthens the anchoring of the

human rights-based approach and gender approach in BMZ projects in Brazil. There is a very active working group on internal issues of gender equality and corporate culture and on the issue of gender mainstreaming in projects. Since 2019, there has also been a national policy against sexual harassment and gender discrimination in the workplace, as well as a local contact structure

Since the project is to be classified as GE 2, a person will be appointed as Gender-AP in the project, who monitors the achievement of the relevant gender objectives of the project and exchanges information with the other projects within the framework of the Gender Working Group. This Gender AP will continue to be gender supported/encouraged by his/her manager and have the resources (time) for his/her work. It is recommended that the project team is prepared to handle situations of gender-based violence among participants in their programs. It is also recommended that enhanced communication and collaboration between the project team and Violence Against Women practitioners.

Conclusions for the project

- The project should pay attention to gender competence when filling the permanent team and consultancy positions, especially in areas such gender-based violence and women economic empowerment.
- Project positions and consultancies should be guided by professional profile and not by gender.
- The project should allocate specific resources to implement gender actions effectively (see chapter 6).
- The project should strengthen existing networks related to female leadership and enable experiences exchanges and peer-learning. It can also support gender initiatives combined with urban development.
- Promote gender equity within the framework of the project activities. Possible examples are, (1) a workshop about sensitive and inclusive language will be held and partners will be invited; (2) adopting sensitive and inclusive language in their materials; (3) placing in the team's hiring ToRs, that the hired people (consultants or staff) should respect GIZ's gender and human rights standards and promote gender equity whenever possible; and others¹²⁶.

Chapter 6: Measures for a gender responsive/transformational project design

1. Summary of the results of the analysis and conclusions for the project	2. Measures to promote gender equality	3. Measures to prevent or reduce possible unintended negative impacts
The Brazilian population, predominantly female and black, faces structural racism and socioeconomic inequalities that demand urgent interventions. The low female participation in the sector, especially in strategic positions, wage disparities, and the constant insecurity in urban mobility reinforce the need for intersectional policies. Additionally, unpaid domestic responsibilities limit women's entry into the labour market and leisure activities. The lack of disaggregated gender and race data in the National Urban Mobility Policy and transport research, as well as administrative fragmentation, hinder effective policies, neglecting the specific needs of women, particularly black women.	The project, in partnership with the Ministry of Cities, will be the first at the federal level to adopt an intersectional perspective on gender and race within the urban mobility sector. It holds significant potential to reduce inequalities and promote inclusion, through the implementation and creation of public policies aimed at enhancing safety in public transport and supporting two partner cities. The project will bring visibility to the invisible by fostering the development of disaggregated gender and race data.	Develop mechanisms that consider the specificities of women, such as the time dedicated to domestic and family responsibilities, enabling them to effectively participate in planning discussions and work opportunities. Avoid reinforcing racist communication in matters of violence and harassment, and consider the specificities of more vulnerable groups such as LGBTQIA+, as well as the stereotypes that perpetuate violence and gender inequality. Refrain from portraying the frequent use of public transport by women as a sustainable choice, as it is often driven by economic necessity. Raise awareness and provide training for technicians and sector managers on gender and race issues.
I. Methodology		
The lack of disaggregated data, combined with the conservative Brazilian culture rooted in patriarchy, machismo, racism, misogyny, and class prejudices, reinforces gender inequality in the country. The following relevant points are highlighted: • Low Representation of Women: There is minimal representation of women in the transport and urban mobility sector, as well as an extremely small number of women in leadership positions. • Wage Disparity: Women experience wage disparities even when occupying the same positions as men. • Short-Term Solutions: Solutions tend to be short-term and are accompanied by a lack of integration with campaigns or continuity in the stages of raising awareness about gender violence in the country. • Government Decentralization: While decentralization can be beneficial for addressing local realities, it can be detrimental to the coordination, integration, implementation, and monitoring of national public policies.	Overarching project measures It is essential to adopt an intersectional approach that considers the multiple dimensions of oppression affecting women, especially black and marginalised women. Integrating gender and race into public policies, from the national to the local level, ensures that initiatives are inclusive and effective. Strengthening data collection and training managers and technicians in gender and race equity enables the development of informed, evidence-based policies. Promoting female participation in decision-making and planning processes ensures that women's voices are heard and valued. Additionally, investing in infrastructure and technologies that enhance safety and accessibility is crucial to combating harassment and gender-based violence in public transport, thereby promoting more just and inclusive mobility.	• Create Anti-Racist and Anti-Machismo Campaigns: Develop awareness campaigns targeting diverse audiences by implementing strategies that combine public policies with continuous educational initiatives. • Ensure Active Participation of Women: Guarantee the active involvement of women at all levels of the process, enhancing the engagement and participation of women, particularly black, indigenous, and marginalised women, by addressing specific needs such as scheduling, childcare facilities, and location. • Train Project Leaders and Managers: Provide training for project leaders and managers to prevent the reproduction of sexist and racist behaviors during processes, events, and meetings. • Ensure Participation of Vulnerable Groups: Guarantee the inclusion of vulnerable populations such as the LGBTQIA+ community,

Subject of the tender procedure: Strengthening data methodologies and monitoring systems for Gender-inclusive urban mobility in Brazil

Transaction number: 10028448

		elderly individuals, and people with disabilities, among others.
	Measures for output 1	
	Develop Benchmarking of National and International Experiences: Conduct benchmarking of national and international experiences in gender and race policies within mobility to identify gaps in Brazil. Foster the Exchange of Experiences: Promote the exchange of national and international experiences in gender and race policies related to mobility. Advise SEMOB on Integration of Criteria: Provide guidance to SEMOB on integrating gender, race, and climate criteria into indicators, goals, regulatory frameworks, and financing programs (e.g., Avançar Cidades, Planmob, Regulatory Legal Framework). Support Participation of Municipal Administrations and Civil Society: Assist municipal administrations and civil society in participating through institutionalised formats (e.g., City Council, Advisory Forum). Support SEMOB in Visibility Actions for Fair Mobility during COP30: Assist SEMOB in visibility actions for fair mobility during COP30 in synergy with other projects and partners. Conduct Training and Awareness-Raising for Fair Mobility: Implement training and awareness-raising initiatives for fair mobility in cooperation with sector actors (e.g., FNP, NTU, ANTP, CNT).	- Ensure that all project communication considers the specific needs of people with disabilities, such as those with low vision, hearing impairments, reduced mobility, and others. - Guarantee that the intersectionality of race, gender, and class is included in the development of regulations and training at the local, regional, and national levels.
	Measures for output 2	
	- Conduct a diagnostic assessment, including citizen audits, to evaluate the access to and use of public transport infrastructure by women and black individuals. - Support partner cities in reviewing and improving public transport concession contract models, prioritising the needs of women and black individuals. - Facilitate the formulation of measures to enhance service quality for women, people with disabilities, and black individuals, with active	- Do not overlook intersectionality in gender policies, such as quotas and the promotion of women in the sector. - Legal Processes: Ensure compliance with constitutional requirements regarding quotas. - Pay close attention to the historical context of Brazilian society, recognising the challenges stemming from colonization and the period of slavery in the country.

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	participation from civil society (e.g., addressing safety and access to the public transport system). 4. Support pilot activities to improve infrastructure, such as bus stops, stations, and terminals. 5. Provide capacity-building activities for local operators and managers.	4. Be mindful of the potential for replication in other cities through the pilot project, avoiding the selection of cities that already receive significant attention and visibility.
	Measures for output 3	
	1. Develop methodologies for data collection with a focus on gender and race, in collaboration with research institutes, academia, and partner municipalities. 2. Identify sources of information on urban mobility, gender, and race (e.g., access, quality, compatibility, and gaps). 3. Support the improvement and integration of existing monitoring systems (e.g., SIMU, etc.) to analyse the social, economic, and environmental impacts of urban mobility.	1. Recognise that short-term measures are insufficient; as racism and sexism are structural issues, solutions must also be structural. 2. Pay close attention to data disaggregation, ensuring the possibility of analysing intersectionality.
Key findings on gender expertise, gender responsiveness, and equal opportunities in the partner organizations (chapter 4) (external gender mainstreaming): The project seeks to train sectoral executives and technicians in the effective utilization of race and gender data in research, studies, measures and policies pertaining to urban mobility and transport. However, the government's transition, particularly with the presidential election scheduled for 2026, may influence the project's development. Nonetheless, this initiative is poised to be a national pioneer in thoroughly addressing gender and race-related aspects within the realm of urban mobility and transport.	1. The project must ensure that the Social Participation and Diversity Advisory Unit is included in discussions and debates within the Ministry. 2. Facilitate the exchange of national and international experiences. 3. Raise awareness among managers about the importance of gender parity in teams and strategic positions. 4. Promote the revision of internal regulations and the creation of campaigns to raise awareness about Brazil's machista and racist culture.	1. Diversify training and capacity-building programs, taking into account the specific needs of internal units. 2. Promote protocols and normative instruments to ensure the sustainability of the training provided. 3. Monitor the language and messaging of internal campaigns to avoid perpetuating inequalities and discrimination.
Key findings on gender expertise and responsiveness, in the project team (chapter 5) (internal gender mainstreaming) 1. The project should pay attention to gender competence when filling the permanent team and consultancy positions, especially in areas such as gender-based violence and women economic empowerment. 2. Project positions and consultancies should be guided by professional profile and not by gender.	1. Given the specific nature of the project (GE 2), ensure that the team receives in-depth training on gender and race issues.	1. The project needs gender and race experts to ensure the knowledge required in the development of the project. 2. Observe the number of experts/speakers and people invited to events, meetings and conferences, always including women, preferably black women. 3. Require that the organizations hired to develop the project have a proportion of women on their team

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3. The project should strengthen existing networks related to female leadership and enable experiences exchanges and peer-learning. It can also support gender initiatives combined with urban development.		
II. Results framework		
Level of results framework (outcome objective/ output level) <i>Please note: Indicators should be based on the provisional/ planned results matrix.</i>	Formulation of concrete gender indicators or criteria for embedding gender dimensions in the results framework Specific guiding questions No specific adjustments to the indicators are suggested.	
III. Gender marker		
Which gender marker is assigned? GE 2	The project was developed with the primary objective of promoting gender and racial equality for women, especially female people of colour, thereby reducing discrimination and inequalities, and addressing specific gender and racial needs. In this manner, essential criteria such as gender analysis were conducted, and the results were incorporated into the project design. The "prevent or reduce possible unintended negative impacts" approach was ensured. With the main aim of fostering gender and racial equality and mitigating discrimination and inequality, the project's planning is anchored in an overall impact framework and will be measured by specific indicators corresponding to the outcome level within the logic of results. Data for the indicators within the logic of results are collected on a disaggregated basis by gender, where applicable.	
IV. Need for clarification		
Aspect(s) that still need to be clarified; missing information and/or data	Formulation of the questions that need to be clarified Not applicable.	