Government of India
Ministry of Housing
and Urban Affairs

PM e-Bus Sewa

Guiding Framework for Gender Action Plan

PM-eBus Sewa Scheme



Guiding Framework for Gender Action Plan

PM-eBus Sewa Scheme

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Developed by

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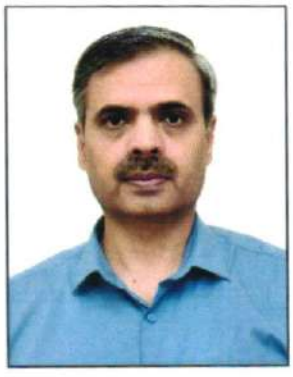
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FOREWORD

Public transport is central to inclusive urban development, connecting citizens to education, employment and essential services. As our cities grow, affordable, safe and universally accessible mobility will play an increasingly important role in expanding opportunities for all. Integrating the travel needs of women, older persons, persons with disabilities and low-income households into transport planning will strengthen both the reach and quality of public services.

The PM-eBus Sewa Scheme offers an opportunity to advance clean mobility while embedding gender inclusion into urban bus systems. A coordinated approach to bus design, passenger facilities, route planning, information systems and depot infrastructure can support convenient and dignified travel. Equally, promoting women's participation in the transport workforce through recruitment, training and supportive workplaces can contribute to their economic empowerment.

This Gender Action Plan provides a practical framework for cities and implementing agencies to translate these objectives into measurable actions. Through locally relevant targets and regular monitoring, it seeks to support sustained progress towards inclusive public transport.

I encourage States, Union Territories, cities and all implementing partners to take this effort forward with shared commitment. Together, we can build electric bus services that embody safety, accessibility and equal opportunity, while contributing to a cleaner and more sustainable urban future.

Dated: 29th October, 2026

(Satendra Singh)

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Joint Secretary

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Message

India's urban development journey is creating new opportunities to improve the way people live, work and travel. Public transport is central to this progress, and the PM-eBus Sewa Scheme brings together the goals of clean mobility, better connectivity and inclusive growth.

Gender inclusion is an important part of this endeavour. Enabling women to travel with convenience and confidence, while expanding their participation in the transport workforce, can deliver lasting benefits for families, communities and city economies. Planning for older persons, persons with disabilities and other user groups further strengthens the value of these services.

I am pleased to present this Gender Action Plan as a guide for embedding these considerations into electric bus systems. It provides a common direction for action while recognising the varied needs and priorities of participating cities.

I look forward to the active participation of States, Union Territories, city authorities and industry partners in taking this initiative forward. Our shared efforts can help ensure that the benefits of clean public transport reach every section of society.

Shri Praveer Kumar, Joint Secretary (NUDM), MoHUA

Dated: 29th October, 2026

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नई दिल्ली-110011, तारीख 29\10\2026
New Delhi-110011, dated the 29/10/2026



Message

A gender-responsive public transport system is not created through a single intervention, but through a series of thoughtful policy, planning, and operational decisions that collectively make mobility safer, more accessible, affordable, and empowering for all. This Gender Action Plan, developed under the PM-eBus Sewa Scheme, serves as a guiding framework for city authorities, transport agencies, planners, operators, and stakeholders to integrate gender considerations into every aspect of urban bus transport planning and service delivery.

The Gender Action Plan is anchored on four key pillars: **Safety, Accessibility, Affordability, and Workforce Participation**. It provides a structured approach for cities to identify gender-specific mobility challenges and implement practical solutions that ensure equitable access to public transport services. The framework encourages city authorities to mainstream gender perspectives into planning, infrastructure development, service operations, monitoring mechanisms, and institutional processes.

Through these pillars, the Gender Action Plan seeks to transform public transport into an enabler of social inclusion, economic empowerment, and equal opportunity. By addressing the mobility needs of women and promoting gender-responsive institutions, cities can create transport systems that serve all citizens more effectively and sustainably.

I sincerely acknowledge the dedication, research, consultations, and coordination undertaken by the project team whose collective efforts have made the preparation of this Gender Action Plan possible. I am also grateful to the cities, state governments, civil societies, think tanks and all other stakeholders whose insights, experiences, and contributions have enriched this document.

Finally, I extend my heartfelt appreciation to the millions of women, girls, and public transport users across our cities whose daily journeys, aspirations, and resilience inspired this effort. It is their lived experiences that remind us that inclusive mobility is not merely a transport objective, but a pathway towards greater equality, opportunity, and empowerment for all.

Shri Bhanu Pratap Singh Bhadoria, Director (UT), MoHUA

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1. Introduction

10,000

electric buses under the PPP model

₹20,000 crore

Central Assistance

100+

participating cities

10 crore

people to gain access to bus services

The "PM-eBus Sewa" Scheme, launched on 16th August 2023, aims to augment city bus operations in urban areas through the deployment of 10,000 electric buses under the Public-Private Partnership (PPP) model, with Central Assistance (CA) of ₹20,000 crore. Cities and clusters of adjoining small statutory towns with populations between 3 lakh and 40 lakh, along with other State/UT capitals, including capital cities in hilly areas, the North-Eastern Region and UTs with populations below 3 lakh, as per Census 2011, have participated in the Scheme.

The Scheme is expected to make bus services accessible to about 10 crore people across more than 100 cities, with approximately 30% of participating cities introducing organised public transport for the first time and approximately 80% of participating cities will be transitioning towards electric mobility. With operationalisation of all 10,000 buses, approximately 50,000 direct jobs will be created in bus operations.

The PM-eBus Sewa Scheme aims to support the procurement of electric buses and the creation of associated infrastructure, while also developing a transport system that responds to climate concerns and gender needs. With many cities having started bus operations, a guiding framework for Gender Action Plan becomes the need of the hour to guide the cities to develop their own Gender Action Plan. The guiding framework requires convergence of various planning aspects such as transport planning, urban planning, urban design, and policymaking, through an integrated approach involving policymakers, municipal commissioners, public transport authorities, transport commissioners, engineers, urban planners and town planners.

2. Purpose of Guiding Framework for Gender Action Plan

The Guiding Framework aims to support cities in developing their own plans, tailored to their specific needs, capabilities, capacities and local context. Cities can use this Guiding Framework to develop their own city specific gender action plan by identifying and prioritizing indicators and setting their own targets. Cities are expected to continually assess outcome of action plan through gender audits and accordingly revise the targets of the Gender Action Plan.



3. Formulation of the Guiding Framework for Gender Action Plan

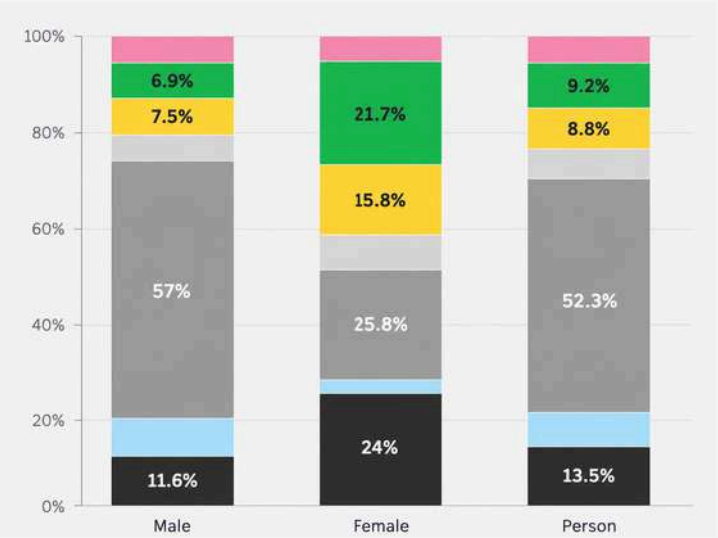
3.1 Literature Survey

3.1.1 Gender inclusivity and bus-based public transport in India

Present transport system in India: Most of the million plus Indian cities (as per Census 2011) have organised public transport systems, including city buses. However, many Tier-2 and Tier-3 cities have limited bus services and low service frequency. As a result, residents depend on walking, cycling, private vehicles and auto-rickshaws. While shared transport meets many travel needs, regular bus services with fixed routes, fares and clear passenger information remain limited.

According to the National Household Travel Survey (NHTS) (July 2025-June 2026), nearly 67% of women who commuted to work relied on walking, buses, or other public transport. This figure was only 33% for all men who commuted to work. [1] Yet our transport systems have historically been planned primarily for male with more predictable and single-purpose work commute.

Figure 1: Share of men, women and persons using different modes of transport for commuting to work



3x

Urban women are three times as likely as men to commute by bus: 21.7% against 6.9%.

Source: National Household Travel Survey, July 2025 to June 2026, National Statistics Office[1]

The NHTS Survey reports that 52.3% of urban workers travelling to fixed or non-fixed workplaces primarily used two-wheelers, while only 9.2% used buses. Buses played a larger role in students' journeys, accounting for 29.5% of qualifying trips.[1] Although these figures do not represent the participating cities, they highlight the importance of accessible and reliable bus services in connecting people to workplaces and educational institutions. The survey also reports women's travel needs remain different from men's, where 52.9% of urban women workers made qualifying work-related journeys, compared with 66.6% of men.[1]

29.5%

of students accounted for qualifying trips

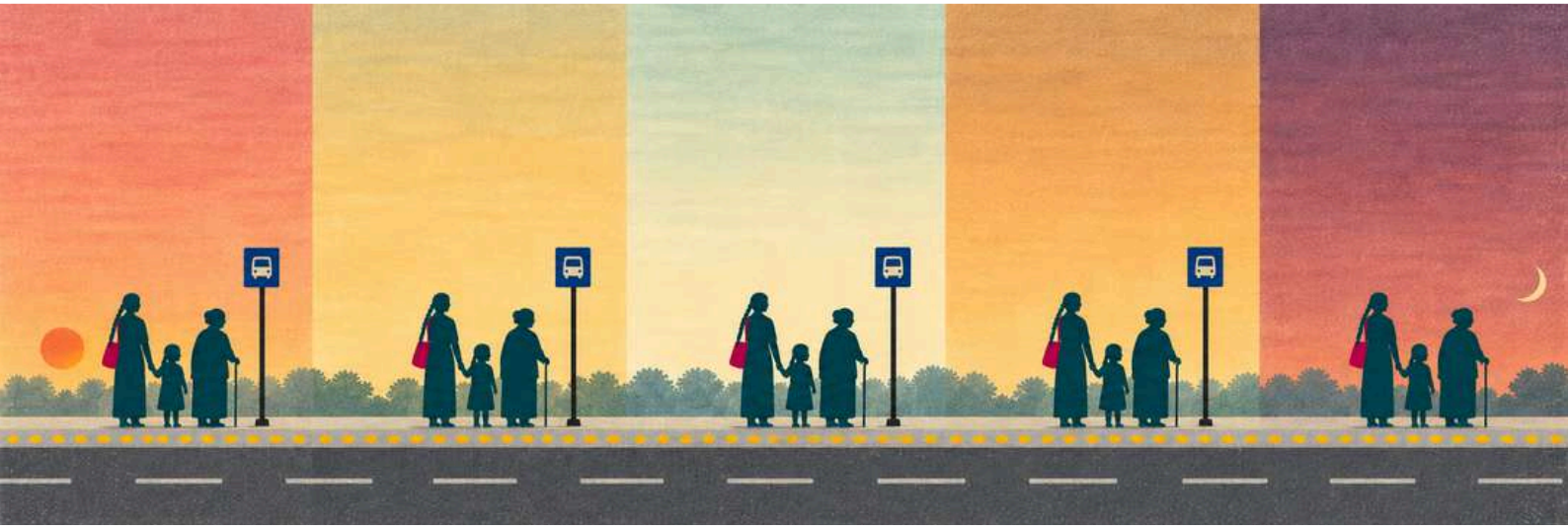
9.2%

of urban workers used buses

67%

of women who commute to work rely on walking, buses or other public transport. For men, the figure is 33%.

Source: National Household Travel Survey, July 2025 to June 2026



3.1.2 How gender-inclusive growth can help realise this potential

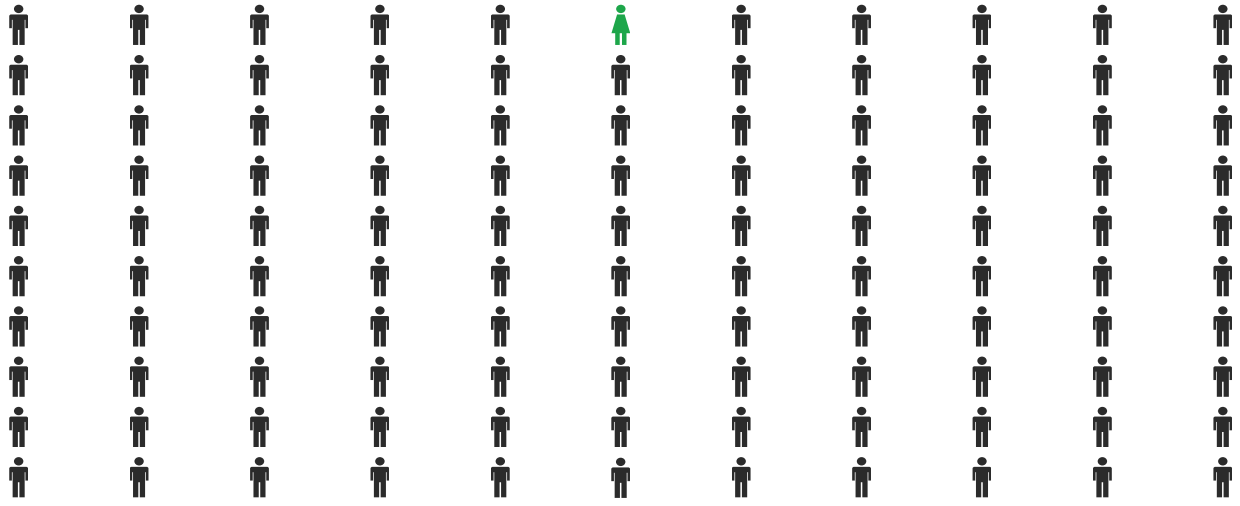
Safety and accessibility support for continued participation:

Well-lit & accessible bus depots, buses and bus stops, CCTV equipped and emergency systems with trained staffs and effective grievance redressal mechanism are recommended by various authors. [2-5] A pilot assessment framework in six cities established that policies, services and institutions should respond to women's needs and treating gender inclusion as a part of city development and routine assessment rather than a separate transport activity. [6]

Women's employment:

PM-eBus Sewa Scheme provides an opportunity for female workforce participation as about 50,000 jobs will be generated in bus operations with the operationalisation of 10,000 buses. Bus expansion can support women's employment directly and by improving access to other jobs. However, women make up only 0.16% of drivers and 15% of conductors in the public transport workforce, showing a clear gender gap across occupations. [7] Women account for only about 0.1% of bus drivers in State Transport Undertakings (STUs), which operate nearly 1.45 lakh buses. [7] Similarly, for every 109 men holding a professional driving licence in India, there is only one woman, highlighting the low representation of women in professional driving. [8]
She Drives Bharat report examines that the electric-bus transition offers an opportunity for enhancing female workforce participation. It identifies barriers such as gender stereotypes, training and licensing costs, limited recruitment opportunities and lack of support after placement. [8] Addressing these barriers requires linking training with jobs and providing suitable facilities such as toilets, rest and changing facilities, safe working conditions and effective grievance redressal to help women retain their jobs without assuming that women are inherently less suited to driving buses. [5, 7, 8]

For every 109 men with a professional driving licence in India, there is one woman.



She Drives Bharat, 2026

3.2 Stakeholder Consultation for Formulation of the Gender Action Plan

Under the PM-eBus Sewa Scheme, efforts are being made to promote safe, accessible, affordable and gender-inclusive public transport in participating cities. Recognising the diverse mobility needs and experiences of women and other passenger groups, wider consultation has been held on the Guiding Framework for Gender Action Plan (GAP) for the identification of indicators and Gender Action Plan matrix (GAPM) for gender-responsive measures in the policymaking, planning, operation and management of electric bus services. The proposed framework focuses on improving women's access to public transport, strengthening passenger safety and security, and encouraging women's participation in the public transport workforce.

3.2.1 Stakeholder consultation and identification of indicators

As part of the formulation process, two stakeholder consultations were held with experts from civil society organisations (CSOs), academia and other stakeholders working in the areas of gender and urban mobility. CSOs presented the success stories, case studies and good practices adopted by various cities. Focused expert group discussion culminated into the identification of key indicators of three pillars representing accessibility, affordability, safety and security, and women's workforce participation.

During the second stakeholder consultation, the identified indicators were presented for further review and feedback. An interactive Mentimeter poll was conducted to seek participants' views on robustness of indicators measured in terms of practicability, measurability and verifiability. The stakeholder consultations led to assessment and suitability of 20 indicators. Further, the discussion with implementing agencies combined and refined the 20 indicators into 16 indicators across 3 pillars.

The Guiding Framework for Gender Action Plan will help cities assess how their bus services and employment opportunities currently faring against the needs of women and other users and set their future targets for improvement of indicators according to their locally felt needs and aspirations. It explains how broad gender objectives can be turned into practical actions that cities can implement.

3

pillars

16

indicators

1

First consultation

Experts from CSOs and academia shared case studies and good practices; key indicators identified

→

2

Second consultation

Indicators reviewed; interactive poll on doability, measurability and verifiability

→

3

Guiding Framework

Three pillars and sixteen indicators for cities to set their own targets

4. The Guiding Framework for Gender Action Plan

The guidance on the Gender Action Plan (GAP) aims to support cities in developing their own plans, tailored to their specific needs, capacities and local context. Cities can use this guidance to develop their own city specific gender action plan by identifying and prioritizing indicators and setting their own targets. Cities are expected to continually assess outcome of action plan through gender audits and accordingly revise the targets of the Gender Action Plan.

The framework provides suggested actions and measurable indicators rather than prescribing uniform targets for all cities. Each city may undertake a self-assessment, establish baseline information, identify relevant areas for improvement, set realistic annual targets.

The structure of the Guiding framework for Gender Action Plan stands on three pillars:
(i) Accessibility and Affordability; (ii) Safety and Security; and (iii) Workforce Participation.

The framework stands on three pillars

PILLAR I

Accessibility and Affordability

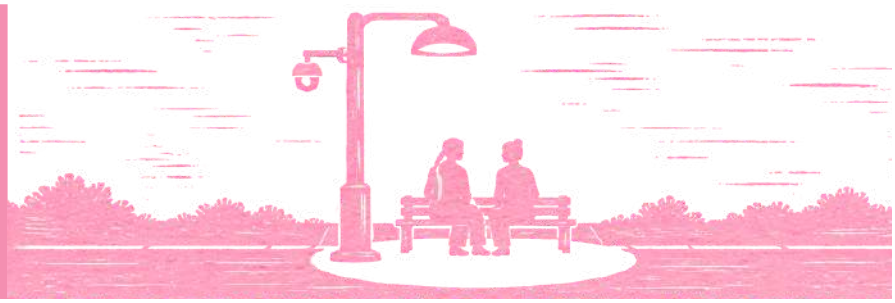
4 indicators



PILLAR II

Safety and Security

6 indicators



PILLAR III

Workforce Participation

6 indicators





PILLAR I

Accessibility and Affordability

This pillar focuses on making PM-eBus Sewa services accessible, affordable and convenient for women, caregivers, elderly persons, children and disabled-friendly. Improved accessibility and affordability can encourage greater use of public transport. The indicators under this pillar aims to measure and monitor different aspects such as bus & bus stop design, lighting, women user-friendly amenities, fare structure, first- & last-mile connectivity. Access to affordable and convenient bus services can help women pursue education, access employment opportunities and meet family caregiving needs, including daily household chores.

4 indicators

Indicators 1 to 2

1 Provide accessible buses

This indicator shall be considered fulfilled if it meets the following minimum four parameters:

a) Priority seating for women and elderly persons,
b) Grab handles for standing passengers,
c) Wheelchair accessibility through ramps or lifts,
d) Signages in Braille.

Progress can be measured as the percentage of buses equipped with these features using the following formula:

% of buses with such features = [(No. of Buses with such features at the time of audit)/(Total No.of buses at the time of audit)] x 100

2 Provide accessible bus stops

This indicator focuses on measuring accessibility of bus stops and shall be considered fulfilled if it meets the following minimum five parameters:

a) Bus shelters,
b) Tactile flooring,
c) Ramps,
d) Suitable seating and waiting space,
e) Clearly displayed route information

Progress can be measured as the percentage of bus stops equipped with these features using the following formula:

% of bus stops with such features = [(No.of Bus stops with such features at the time of audit)/(Total No.of buses at the time of audit)] ×100

Indicators 3 to 4

3 Collection of data is disaggregated by gender

This indicator helps cities understand travel patterns of women and plan services for them. The Electronic Ticketing Machines (ETMs) used by the cities should have features to collect gender-disaggregated data. This indicator quantifies the ability to collect gender-disaggregated ridership data in terms of:

% female ridership=[(No.of female commuters)/(Total commuters)]×100

4 Provide accessible bus depots

This indicator focuses on providing accessible depots with the following features to be fulfilled:

a) Separate male and female toilets with toiletries to support hygiene.
b) Separate restroom facilities within bus depot premises to support privacy and staff comfort.
c) Depot buildings with ramps for wheelchair accessibility

% of Bus Depots with such features = [(No.of Bus Depots with such features at the time of audit)/(Total No.of bus depots at the time of audit)]×100



PILLAR II

Safety and Security

This pillar focuses on ensuring a safe travel experience for passengers and a safe working environment for bus crew and depot staff. Safety is a key concern for women travelling for work or education. A safe and reliable transport system can improve women's access to education and employment and support their wider participation in society and the economy. The pillar aims to guide cities in adopting a formal gender policy and an effective grievance redressal mechanism to strengthen women's participation in using and working within the city bus system.

6 indicators

Indicators 5 and 6

5 All buses are safe

This indicator focuses on providing buses with the following features:

Panic button

Allows passengers or drivers to quickly alert the authorities or emergency services when they face danger or an unsafe situation.

Emergency stop

Enables the driver to stop the bus immediately in case of an emergency, helping protect passengers from potential harm.

CCTV camera

Monitors activities inside the bus, helps prevent misconduct, and provides video evidence in case of incidents.

Clear line of sight into buses

Allows social control and visibility into the bus from outside, improving transparency, discouraging inappropriate behaviour, and enhancing passenger safety

Helpline Numbers

Display of helpline numbers

% of buses with such features = [(No.of Buses with such features at the time of audit)/(Total No.of buses at the time of audit)]×100

6 All bus depots are safe

This indicator focuses on providing a safe working environment at bus depots by provision of the following:

Well-lit area

Provide sufficient lighting in the parking area, maintenance areas, admin building, restroom, entry and exit points to improve visibility and prevent accidents, especially at night

CCTV camera

Install CCTV cameras at strategic locations to monitor activities to prevent harassment and misconduct and improve the safety of all genders. Ensure privacy by avoiding surveillance inside restrooms and changing rooms.

Availability of Personal Protective Equipment (PPEs)

Provide properly sized and gender-appropriate PPE, including safety helmets, reflective jackets, safety shoes gloves, and first aid kits, to protect workers from workplace hazards.

Provision of Security Guards

Ensuring duty of security personnel at all times in the depot for a safe and secure environment

% of Bus Depots with such features = [(No.of Bus Depots with such features at the time of audit)/(Total No.of bus depots at the time of audit)]×100

Indicators 7 to 10

7 All Bus Stops are Safe

This indicator focuses on providing a safe environment at bus stops by provision of the following:

Well-lit stops
Provide sufficient lighting in the bus stop to improve visibility and prevent accidents, especially at night

CCTV camera
Monitors activities at bus stop, helps prevent misconduct, and provides video evidence in case of incidents.

Helpline Numbers
Display of helpline numbers

Clear Line of Sight for passengers
Allows visibility into the bus stop from outside, improving transparency, discouraging inappropriate behaviour, and enhancing passenger safety

Women Distress Button/panic button
Distress message to nearest approaching bus and blowing of hooter at bus stop

% of bus stops with such features = [(No.of Bus stops with such features at the time of audit)/(Total No.of bus stops at the time of audit)]×100

8 Grievance redressal mechanism

This indicator can be achieved by providing a simple and safe way for employees to report complaints related to gender discrimination, harassment, safety, security and theft issues. This can include a complaint box, helpline, or a designated officer. The evaluation can be measured by:

% Grievance Redressed within 15 days of receiving of the grievance

9 Gender sensitization workshops conducted for depot staff including crew members:

This indicator tracks workshops for depot staff, including drivers and conductors for sensitising towards women's needs, respectful behaviour and how to respond to complaints. Progress is measured by the *number of workshops held each year*. Workshop schedules, training materials, attendance sheets and completion reports can verify that the sessions were held and identify the staff and crew members covered.

Number of workshops held each year

10 Issuance of gender policy

The city develops and implements a gender policy that ensures equal opportunities, respect, and fair treatment for all genders at the bus depots, bus stops and inside buses. The policy should prevent gender discrimination and harassment and clearly explain the rights, responsibilities, and safety measures for all employees.

The outcome of this indicator will be measured in terms of Yes/No.



PILLAR III

Workforce Participation

This pillar focuses on increasing women's participation in the operation and management of city bus ecosystem. It aims to expand employment opportunities for women across drivers, conductors, managerial and technician roles. Skill development and upgradation will be encouraged and tracked to support women's career progression. These measures help cities track women's employment and the arrangements that support their participation, retention and career advancement.

6 indicators

Indicators 11 to 13

11

Provide job opportunities to women in technical and managerial stream:

This indicator promotes job opportunities for women in the operation and management of daily bus services, including the role of Technician, Supervisor and Managers. Progress is measured as follows:

[(No. of women hired as technicians,managers,supervisors)/(Total employees as technicians,managers,supervisors)]×100

12

Provide job opportunities to women in the buses as Drivers (Captains):

This indicator promotes the recruitment of women as Drivers, referred to as Captains. Progress is measured through the *number of licensed women captains hired* during the annual reporting period.

Number of licensed women captains hired

13

Provide job opportunities to women in buses as Conductors (Guides):

This indicator promotes the recruitment of women as conductors, referred to as guides. Progress is measured through the *number of licensed women guides* hired during the annual reporting period.

Number of licensed women guides hired

Indicators 14 to 16

14 Provide training for skill upgradation & career progression of Female employees:

Provide regular training to drivers, conductors, maintenance staff and supervisors to improve their skills in bus operations and passenger service and to promote their career progression. Progress is measured through the *number of trainings conducted* during the annual reporting period.

Number of trainings conducted

15 Flexible time schedule and pick-up and drop-off facility beyond 20:00 hrs for female employees

Provide flexible duty timings for female employees, wherever possible, to help them balance work and family responsibilities while ensuring safe travel to and from the workplace. In case where they are required to work beyond 20:00 hours, safe transport for women employees should be provided. It should include pick-up and drop-off between their homes and the workplace.

This indicator shall be considered fulfilled if it meets the following for female employees:

a) Provide flexible duty timings
b) Pick-up and drop-off facility beyond 20:00 hours working time

Outcome will be measured in terms of Yes/No

16 Operator submits an annual statement showing positive actions to encourage employment of women

This indicator requires the operator to submit an annual report on the steps taken to increase women's employment, such as recruitment, training, safety measures and workplace support. The outcome of this indicator:

It will be measured in terms of Yes/No

The above indicators are used to develop an indicative Gender Action Plan Matrix (Annexure-I) to help cities and bus operators plan, implement and monitor actions to improve women's employment and gender inclusion in the bus sector.

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ANNEXURE I

Gender Action Plan Matrix (GAPM)

S. No.	Performance indicator	Result (please refer to definition of all Indicators in this document for details on results)	Results, Target & Timeline
Pillar I Accessibility and Affordability			
1	Provide accessible buses	% of buses	All cities & operators are expected to set their own annual targets based on self-evaluation and undertake an annual audit to assess the performance and revise their target incrementally.
2	Provide accessible bus stops	% of bus stops	
3	Collection of data is disaggregated by gender	% female ridership	
4	Provide accessible bus depots	% of bus depots	
Pillar II Safety and Security			
5	All buses are safe	% of buses	All cities & operators are expected to set their own annual targets based on self-evaluation and undertake an annual audit to assess the performance and revise their target incrementally.
6	All bus depots are safe	% of bus depots	
7	All bus stops are safe	% of bus stops	
8	Grievance Redressal Mechanism	% Grievance Redressed within 15 days of receiving of the grievance	
9	Gender sensitization workshops for depot staff including crew members	Number of workshops conducted per annum	
10	Issuance of Gender Policy	Yes / No	
Pillar III Workforce Participation			
11	Provide job opportunities to women in technical and managerial stream	% of women hired as technicians, mamagers, supervisors	All cities & operators are expected to set their own annual targets based on self-evaluation and undertake an annual audit to assess the performance and revise their target incrementally.
12	Provide job opportunities for women as drivers (captains)	Number of licensed captains hired	
13	Provide job opportunities for women as conductors (guides)	Number of licensed guides hired	
14	Provide training for skill upgradation and career progression of employees	Number of trainings conducted	
15	Flexible time schedule and pick-up and drop-off facility beyond 20:00 hrs for female employees	Yes / No	
16	Operator submits an annual statement showing positive actions to encourage employment of women	Yes / No	



Guiding Framework for Gender Action Plan

PM-eBus Sewa Scheme

Ministry of Housing and Urban Affairs
Government of India
New Delhi

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