African Urban Transport Organizing Authorities

Taking stock of the African experience

Fatima Arroyo-Arroyo
Sr. Urban Transport Specialist – WB
co-Pillar Lead Urban Mobility - SSATP
Fourth Development Plan (DP4): 2022-2026

Digitalizing and Decarbonizing the Transport Sector in Africa

REGIONAL CONNECTIVITY AND ECONOMIC INTEGRATION

SUSTAINABLE URBAN MOBILITY AND ACCESSIBILITY

ROAD SAFETY

RESILIENT ROAD ASSET MANAGEMENT
Thematic Area 2 - Sustainable Urban Mobility & Accessibility

Objective

Further the development of sustainable urban transport policies to create more equitable and liveable cities

1. Support to national and local urban mobility policies development;
   Support Reforming/Improving the informal public transport sector and leveraging digitalization to improve the efficiency of PT (fare collection systems);

2. Support to institutional strengthening, leadership awareness and new skills development in urban mobility.
African cities are facing significant challenges

- Rapid demographic growth and high mobility demand
- Increase of incomes, and private motorization
- Dominance of walking and informal modes of transport
- Fragmented institutional context and challenge in their coordination
- Ongoing decentralization, but not of resources
- Inadequate funding to respond to growing demand
Importance of “Lead Institutions” or “Organizing Authorities”
Creation of Africa organizing transport authorities

Institutional efforts to enhance institutional framework of urban mobility to respond to agglomeration challenges

- **CETUD** (1997)
- **CAPE TOWN** (2000)
- **LAMATA** (2003)
- **GAPTE** (2010)
- **DART** (2007)
- **AMT** (2014)
- **AMUGA** (2017)
- **NAMATA** (2017)
- **SLPTA** (2023)
- **AOTU C** (2021)
- **AMT** (2017)
- **NAMATA** (2017)
It is the moment to take stock of these institutional efforts...

- Document experience of AOAs
- Create database of existing AOAs
- Cross-case analysis
- Main challenges, opportunities, lessons learned
- Knowledge sharing between AOAs
Case studies analyzed

- CETUD – Dakar
- GAPTE – Accra
- LAMATA – Lagos
- NAMATA – Nairobi
- DART – Dar es Salaam
- AMT – Maputo
- CoCT (UM) - Cape Town
Key dimensions of UTOA
## Geographical scope

- need to match geographical scope with city functional area

<table>
<thead>
<tr>
<th>Name of institution</th>
<th>Accra</th>
<th>Cape Town</th>
<th>Dakar</th>
<th>Dar es Salaam</th>
<th>Lagos</th>
<th>Maputo</th>
<th>Nairobi</th>
</tr>
</thead>
<tbody>
<tr>
<td>Does it extend over most of the functional metropolitan area?</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Number of Local Government Units covered by the organizing authority?</td>
<td>26 assemblies</td>
<td>1 municipality</td>
<td>7 cities</td>
<td>5 Districts</td>
<td>5 admin areas, with 20 LGU</td>
<td>3 cities and 1 district</td>
<td>5 Counties</td>
</tr>
</tbody>
</table>
Functions To Be Performed in the Provision of Urban Transport

- **Strategic**
  - Strategic Planning and Policy Formulation
- **Tactical**
  - Planning
    - Infra Planning
    - Service Planning
  - Regulation
    - Safety Regulation
    - Commercial Regulation
- **Operational**
  - Enforcement
  - Traffic, parking and road management
  - Infrastructure/Facility Construction & Maintenance
  - Public Transport Operators

Scope
### Functional scope

<table>
<thead>
<tr>
<th>Strategic</th>
<th>Accra</th>
<th>Cape Town</th>
<th>Dakar</th>
<th>Dar es Salaam</th>
<th>Lagos</th>
<th>Maputo</th>
<th>Nairobi</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regulation</td>
<td>Strategic planning and policy formulation</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tactical</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Regulation</td>
<td>Regulation of safety/ minimum standards</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Commercial regulation – formal</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Commercial regulation – informal</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tariff</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Planning</td>
<td>Infrastructure planning</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Service planning</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Operational</td>
<td>Infrastructure construction</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>PT Operations</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Traffic Management</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Parking Management</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Enforcement</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
## Functional scope

<table>
<thead>
<tr>
<th>Name of institution</th>
<th>Accra</th>
<th>Cape Town</th>
<th>Dakar</th>
<th>Dar es Salaam</th>
<th>Lagos</th>
<th>Maputo</th>
<th>Nairobi</th>
</tr>
</thead>
<tbody>
<tr>
<td>Structure</td>
<td>GAPTE</td>
<td>CoCT (UM)</td>
<td>CETUD</td>
<td>DART Agency</td>
<td>LAMATA</td>
<td>AMT</td>
<td>NaMAT A</td>
</tr>
<tr>
<td>Is it responsible for all public transport in the area?</td>
<td>Only a QBS/BRT</td>
<td>Planning all PT; Regulation only of BRT</td>
<td>Yes</td>
<td>Only BRT</td>
<td>Yes</td>
<td>Planning all PT; direct resp. of inter-municipal bus</td>
<td>Focus is on BRT</td>
</tr>
<tr>
<td>Does it have a strong focus on reforming paratransit?</td>
<td>No</td>
<td>Increasing</td>
<td>Yes</td>
<td>No</td>
<td>Limited</td>
<td>Some</td>
<td>No</td>
</tr>
</tbody>
</table>
The implications of the different legal forms of lead institutions

<table>
<thead>
<tr>
<th>No.</th>
<th>Type of entity</th>
<th>Example from case studies</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Department within core government with authority backed by <strong>Constitution</strong> and/or national law</td>
<td>• Urban Mobility Dept in City of Cape Town</td>
</tr>
<tr>
<td>2</td>
<td>Semi-autonomous public entity with powers established through a <strong>law</strong></td>
<td>• LAMATA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• CETUD</td>
</tr>
<tr>
<td>3</td>
<td>Semi-autonomous public corporate entity established through an <strong>order or decree</strong></td>
<td>• DART</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• NaMATA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• AMT</td>
</tr>
<tr>
<td>4</td>
<td>Independent public company with core government shareholders</td>
<td>• GAPTE</td>
</tr>
</tbody>
</table>
## Authority

### Relationship with broader city governance

<table>
<thead>
<tr>
<th>Name of institution</th>
<th>Accra</th>
<th>Cape Town</th>
<th>Dakar</th>
<th>Dar es Salaam</th>
<th>Lagos</th>
<th>Maputo</th>
<th>Nairobi</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of LGUs covered by the UTOA</td>
<td>26 assemblies</td>
<td>1 municipality</td>
<td>7 cities</td>
<td>5 Districts</td>
<td>5 admin areas, with 20 LGU</td>
<td>3 cities and 1 district</td>
<td>5 Counties</td>
</tr>
<tr>
<td>Mother Institution</td>
<td>Participating Assemblies of Greater Accra.</td>
<td>Inherent function of CCT</td>
<td>National Ministry - MITTD</td>
<td>President’s Office, PO-RALG</td>
<td>Lagos State</td>
<td>National Ministry - MTC</td>
<td>Central govt &amp; 5 counties</td>
</tr>
<tr>
<td>Relation with broader city government</td>
<td>- Multiple LGU. - No single overarching body</td>
<td>- One LGU covering urban functional area</td>
<td>- Multiple LGU. - No single overarching body</td>
<td>- Multiple LGU. - No single overarching body</td>
<td>Two tiers: - Upper: covers urban functional area - Lower multiple LGUs</td>
<td>- Multiple LGU. - No single overarching body</td>
<td>- Multiple LGU. - No single overarching body</td>
</tr>
</tbody>
</table>
Capacity

• Human resources
• Financial resources
• Administrative procedures
Reflections and lessons

01 Establishing authority at a metropolitan scale

- Awareness about institutional governance is relatively new
- Descentralization: LGs not designed to manage complex systems
- Transport tends to lead the establishment of metropolitan institutions
- Active support needed from national and local government
Reflections and lessons

02 The benefits and risks of major projects

- Major projects as catalysts for building lead transport institutions
- The complexity and risks of large projects that can have adverse impact in OA
- Risk tiding institution to promoting a single mode – need a more comprehensive vision
Reflections and lessons

03 Working with informal transport

- Paratransit should be at the heart of OAs work
- Continuum of institutional forms of informal transport
Reflections and lessons

Medium size cities in SSA have an opportunity to prepare

• If nothing is done, middle size cities will replicate issues of large cities
• Need to start preparing the institutional framework to respond timely to challenges.
Conclusions

- The efforts to enhance institutional framework through UTOA in Africa has been diverse, adapted to the local context
- These experiences are powerful tools for learning for those institutions already established or for other in the process/plans of establishment
## Database of AOTAs

### 1. Main characteristics

<table>
<thead>
<tr>
<th>City</th>
<th>Name of UPT OA</th>
<th>Area of coverage</th>
<th>Metropolitan population</th>
<th>Year Established</th>
<th>Type (autonomous, etc)</th>
<th>Mother Institution</th>
<th>Is there a formal Metropolitan Authority?</th>
<th>LGUs in the area covered by the OA</th>
<th>Formal relationship of OA to the MA/LGUs</th>
<th>Mandate Basis</th>
<th>General Scope</th>
<th>Core functions within scope</th>
<th>Key functions outside scope and performed by others</th>
<th>Modes of UPT within mandate</th>
<th>Modes of UPT under mandate of others</th>
<th>Mass transit in the city/metro area</th>
</tr>
</thead>
</table>

### 2. How were these Organising Authorities initiated?

<table>
<thead>
<tr>
<th>City</th>
<th>Name of UPT OA</th>
<th>Year Established</th>
<th>Did the OA arise as a result of a Master Plan or other study?</th>
<th>Was/is the OA linked to a major project?</th>
<th>Was/is the OA linked to reforms of the transport sector?</th>
<th>Who was the main sponsor of the OA formation?</th>
<th>Was the OA formed on the first attempt?</th>
<th>Is the OA still in its original institutional form?</th>
<th>Have elements been added or removed from its mandate?</th>
</tr>
</thead>
</table>

### 3. How are these Organizing Authorities structured and resourced?

<table>
<thead>
<tr>
<th>City</th>
<th>Name of UPT OA</th>
<th>Year Established</th>
<th>Is the OA a new entity with new resources, or it amalgamates pre-existing entities/units?</th>
<th>What sources of funding are stated in the establishment instrument?</th>
<th>What are the actual sources of funding available to the OA?</th>
<th>Does the OA have a committed budget line at some level of government?</th>
<th>Does the OA have a committed funding from a transport fund (or similar)?</th>
<th>How much was the operational budget for the most recent years?</th>
<th>How much was the capital investment budget for the most recent year?</th>
<th>Does the OA provide subsidies or grants for operations or assets through its own budget?</th>
<th>How many staff does the OA have?</th>
<th>Does the OA own PT infrastructure; or have them under PPP arrangement?</th>
<th>Does the OA own PT vehicles, systems; or have them under PPP arrangement?</th>
</tr>
</thead>
</table>
Thank you

farroyoarroyo@worldbank.org
+1 202 344 0269

www.ssatp.org

CREDITS: This presentation template was created by Slidesgo, and includes icons by Flaticon, and infographics & images by Freepik.
Please keep this slide for attribution.