



DIAGNOSTIC STUDY

Policies for Sustainable Accessibility and Mobility in Urban Areas of Togo

September 2019

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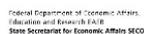
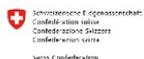


Policies for sustainable mobility and accessibility in urban areas of Togo



Policies for sustainable mobility and accessibility in cities of Benin

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Glossary

AFD	Agence Française de Développement
AGETUR	Agence d'Exécution des Travaux Urbains
ASePT	Association Secours Populaire Togolais
AVR-TOGO	Association pour les Victimes de la Route
BAD	Banque Africaine de Développement
BCEAO	Banque Centrale des Etats de l'Afrique de l'Ouest
BM	Banque Mondiale
CDS	City Development Strategy
CEDEAO	Communauté Économique des Etats d'Afrique de l'Ouest
CEREMA	Centre d'Etudes et d'Expertise sur les risques, l'Environnement, la Mobilité et l'Aménagement
CERFER	Centre Régional de Formation pour l'Entretien Routier
CERTU	Centre d'Etudes sur les Réseaux, les Transports, l'Urbanisme et les constructions publiques
CNSR	Conseil national de sécurité routière
DAGL	District Autonome du Grand Lomé
DDCL	Direction de la Décentralisation et des Collectivités Locales
DGCC	Direction Générale de la Cartographie et du Cadastre
DGIEU	Direction Générale des Infrastructures et des Equipements Urbains
DGSCN	Direction Générale des Statistiques et de la Comptabilité Nationale
DGTP	Direction Générale des Travaux Publics
DGUDMHPI	Direction Générale de l'Urbanisme, du Développement Municipal, de l'Habitat et du Patrimoine Immobilier
DOSI	Délégation à l'Organisation du Secteur Informel
DPSE	Direction de la Planification et du Suivi-Evaluation
DSR	Division de la Sécurité Routière
DTRF	Direction des Transports routiers et Ferroviaires
EASI	Enable Avoid Shift Improve
EDST	Enquête Démographique et de Santé
FCFA	Franc de la Communauté Financière Africaine
FED	Fonds Européen de Développement
FETOSER	Fédération Togolaise des Organisations de la Sécurité Routière.
GL	Grand Lomé
JICA	Agence Japonaise de Coopération Internationale
MATDCL	Ministère de l'Administration Territoriale, de la Décentralisation et des Collectivités Locales
MEDDPN	Ministère de l'Environnement, du Développement Durable et de Protection de la Nature
MEF	Ministère de l'Economie et des Finances
MESR	Ministère de l'Enseignement supérieur et de la Recherche
MIT	Ministère des Infrastructures et des Transports
MPDC	Ministère de la Planification du Développement et de la coopération
MSPC	Ministère de la Sécurité et de la Protection Civile
MTP	Ministère des Travaux Publics

MUHCV	Ministère de l'Urbanisme, de l'Habitat et du Cadre de Vie
NORSAT	Nouvelle Route sans Accident au Togo
OICA	Organisation Internationale des Constructeurs Automobiles
ONG	Organisation Non Gouvernementale
ONSR	Office National de la Sécurité Routière
PAGST	Programme d'Appui à la Gouvernance dans le Secteur des Transports
PAL	Port Autonome de Lomé
PIB	Produit Intérieur Brut
PND	Plan National de Développement
PRT	Prévention Routière Togolaise
PUR	Programme d'Urgence
RGPH	Recensement Général de la Population et de l'Habitat
RN	Route Nationale
SALT	Société Aéroportuaire de Lomé Tokoin
SCAPE	Stratégie de Croissance Accélérée et de Promotion de l'Emploi
SDAU	Schéma Directeur d'Aménagement et d'Urbanisme
SICTO	Syndicat Indépendant des Conducteurs du Togo
SOTOPLA-CEVA	Société Togolaise des Plaques - Contrôle et Visite Techniques des Engins Automobiles
SOTRAL	Société des Transports de Lomé
SPV	Sécurité Publique au Volant
SSATP	Programme de Politiques de Transport en Afrique
SWOT	Strenght Weakness Opportunity Threat
SYLICONTO	Syndicat Libre des Conducteurs du Togo
SYNACIT	Syndicat National des Conducteurs Indépendants du Togo
SYNATRIP	Syndicat National des Tricycles pour Passagers
TC	Transport Collectif
TCSP	Transport en Commun en Site Propre
TVA	Taxe sur la Valeur Ajoutée
UE	Union Européenne
UEMOA	Union Economique et Monétaire Ouest-Africaine
UL	Université de Lomé
USYCORT	Union Syndicale des Conducteurs routiers du Togo
VP	Véhicules Privé

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Introduction

Urban transport and mobility form one of the pillars of the African Transport Policy Program (SSATP), whose objective is to provide African decision-makers with the tools to develop affordable, safe and sustainable urban transport in Africa for primary and secondary cities. This fits into Sustainable Development Goal No. 11: “*Make cities and human settlements inclusive, safe, resilient and sustainable.*” The expected outcome of this pillar is to provide secure, universal access to sustainable transport for urban populations.

To achieve this, the SSATP has launched a program to craft a set of policies designed to improve accessibility and mobility in urban areas of Africa, based on an empirical study in a representative sample of cities in the region.

That study led to the publication of Working Document No. 106 entitled “Policies for sustainable mobility and accessibility in urban areas of Africa.”¹ This paper describes an approach called the “EASI conceptual framework,” which comprises a set of specific policy actions grouped in four categories: Enable, Avoid, Shift, Improve. The paper proposes specific measures that could be adopted by African cities in each of these categories.

As a follow-up to this publication, an additional work program was established to implement these guidelines in eight program-member countries. The goal is to foster the emergence of a political vision for urban mobility and transport.

The present study aims to prompt a change in thinking about accessibility and mobility, and to raise awareness among decision-makers so that they will implement strong policies, strategies and operational practices that make an effective contribution to improving transport and mobility in urban areas of Africa. This approach concern Lomé and secondary cities through the example of Kara.

This report aims to identify the main mobility and accessibility issues in Togolese cities by analyzing five priority themes:

- Strengthening the institutional framework for urban transport management;
- Bolstering funding sources devoted to urban transport management;
- Improving the performance of public transport and increasing ridership;
- Fostering meaningful participation of the private sector in urban transport management;
- Improving multimodal planning and the functioning of city centers.

It was drafted after a first mission to Lomé and Kara in July and August 2019, to gather data and talk with local and national stakeholders. It is the result of an in-depth analysis based on the EASI conceptual framework. It includes a diagnosis of urban mobility in Togo based on the existing literature, the data obtained, and interviews.

This assessment report precedes the recommendations report, which will be finalized following the urban mobility workshop to be held in Lomé by the end of the year.

¹ Stucki M. (2015), Policies for sustainable mobility and accessibility in urban areas of Africa, SSATP Working Paper No. 106, available online: https://www.ssatp.org/sites/ssatp/files/publications/SSATPW106-Urban%20Mobility_IO.pdf

1. Problems of urban mobility in Togo

1.1 Rapid urban development

1.1.1 National trends

A coastal country on the Gulf of Guinea, Togo has a population of nearly eight million people. Its rectangular shape, 700km in length and less than 150km wide, encompasses a variety of climates, landscapes and cultures, and creates connections with its neighbors: Benin to the east, Ghana to the west, and Burkina Faso to the north. Lomé port, on the south coast, acts as a gateway to this entire sub-region.

The following table introduces some indicators of comparison with the 3 other countries covered by this study:

	BENIN	BURKINA FASO	MALI	TOGO	SOURCES
DEMOGRAPHY					SOURCES
National population (million, 2018)	11,5	19,8	19,1	7,9	World bank
Population projection (million, 2030)	16,1	26,5	23,3	10,9	UN-Habitat
Population density (pop. / km ² 2018)	102	72	16	145	World bank
URBANIZATION					
Rate of urbanization (% , 2018)	47%	29%	42%	42%	World bank
Urban growthy rate (% , 2018)	3,9%	5,0%	4,9%	3,7%	World bank
Urban areas of more than 300'000 inhabitants (2018)	4	2	2	1	World bank
ECONOMY					
PIB per inhabitant (\$PPA, 2018)	2 421	1 975	2 314	1 761	World bank
Economic growthy rate (% / year, 2013-2018)	5,4%	5,5%	5,2%	5,3%	World bank
Proportion of the population living below the international poverty line (PPA, % de la pop.)	49,5% (2015)	43,7% (2014)	49,7% (2009)	49,2% (2015)	World bank
Human development index (0-1 scale, 2018) 0 - low, 1 - strong human developpement	0,515	0,423	0,427	0,503	UNDP
PUBLIC FINANCE					
State budget (in billions FCFA / US\$, 2015)	1 507 2,50	1 516 2,52	1 785 2,97	806 1,34	Financy law 2015
Proportion Budget / Population (in FCFA, 2015)	139 666	82 168	100 174	117 922	Financy law 2015 Africapolis
GOVERNANCE AND BUSINESS					
Doing Business (Distance from the border, 2019) 0 - Lowest performance, 100 - Highest performance or "border"	51,4	51,6	53,5	55,2	Doing Business Bank World
Corruption perception index (1-100, 2016) 1 - Low transparency or High corruption, 100 - High transparency or Low corruption	36	42	32	32	Transparency International
MOTORIZATION					
Petrol / Diesel Prices (US\$ / L, 2016)	0,72/0,72	0,98/0,86	1,12/0,98	0,71/0,71	World bank
Private vehicules in use (2015)	210 000	200 000	170 000	140 000	OICA
Motorization rate (private vehicules / 1 000 inhabitants, 2015)	20	11	10	19	OICA - World bank
Road accident mortality (mortality / 100 000 inhabitants, 2016)	28	31	23	29	World bank
Rate of households owning a motorcycle and/or scooter (%)	56,1%	35,8%	55,0%	36,8%	EIP Togo 2017

Figure 1 : Statistical data on the four pilot countries of the study

Port activities aside, Togo’s economy is based mainly on food crops, which account for 65% of activity; on cocoa, coffee and cotton production; and on phosphate mining. The country has a high level of poverty, with nearly half the population living below the poverty line in 2015.

Like most of the countries in this sub-region, Togo is seeing rampant urban growth, which heralds big urban-mobility challenges: 42% of the population now lives in urban areas, with that proportion projected to rise to 57% by 2030. Most people live in the capital, Lomé: 1.6 million in the metropolitan area. This vitality is largely related to the activity of Lomé port.

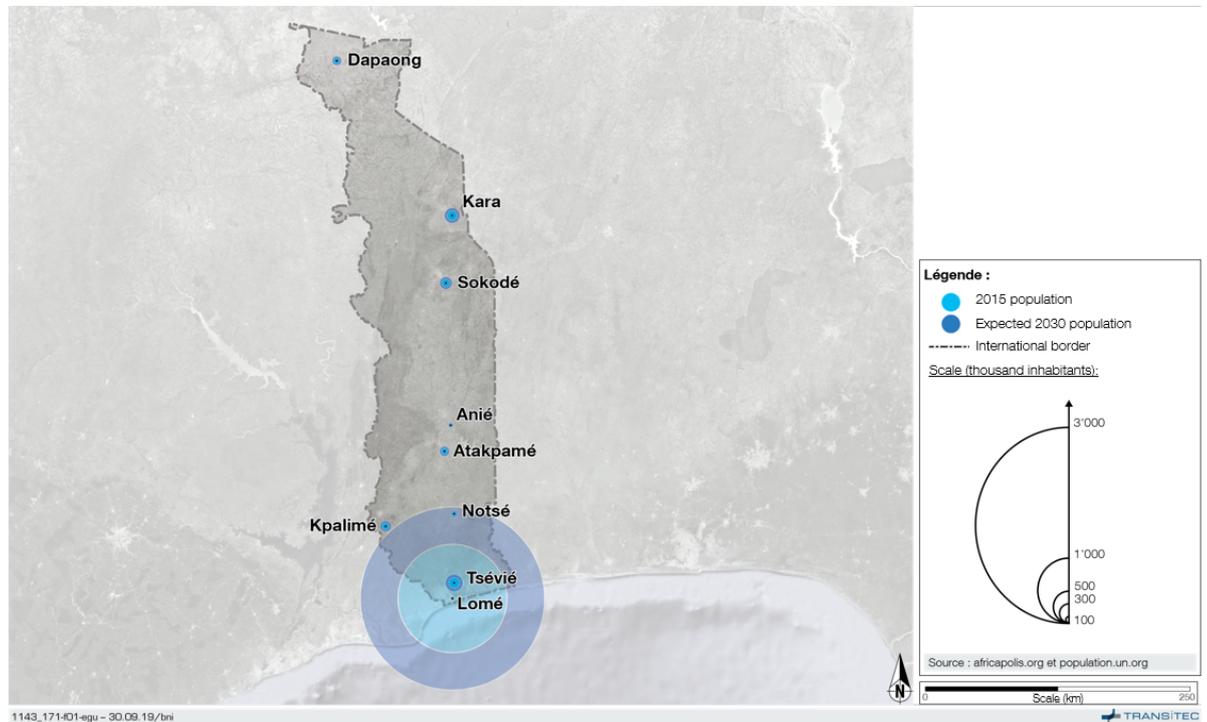


Figure 2: Main urban areas in Togo

The decentralization process, which was long at a standstill, has seen notable advances in recent years. Laws of 08/05/2019 and 26/06/2019 on the decentralization process, along with municipal elections, held in mid-2019, will strengthen the role of towns. Urban mobility could therefore be managed at a more local level, fostering responsiveness and tailored solutions.

1.1.2 Main cities

Togo consists of five administrative regions, from south to north: the coastal region, the plateau region, the central region, the Kara region, and the savannah region. However, nearly 60% of the population is concentrated in the two southernmost regions, and population density generally decreases towards the north, with a big divide between:

- the capital Lomé, on the south coast, whose metropolitan area has about 1.6 million inhabitants;
- the interior cities, which are far behind in terms of demographic weight, with fewer than 120,000 inhabitants according to 2019 estimates.

Lomé, capital and port city

Lomé is one of the few world capitals located on the border with another country: Ghana, in this instance. It holds a strategic position on the Gulf of Guinea, which it fully exploits. As the only deep-water port on the West African coast, the autonomous port of Lomé has established itself as an entry and exit point for the goods of the sub-region (Burkina Faso, Mali, Niger). The industrial free zone near the port accentuates the role of the port as a driving force in the Togolese economy. The city currently hosts more than 1.6 million people with a density of almost 4,900 inhabitants / km².

Urbanization, constrained by natural boundaries (the Gulf of Guinea to the south) and administrative ones (Ghana to the west), has in recent years developed eastward along the coast, but chiefly towards the north, along the border with Ghana and the RN1 national road, which runs north-south across the country. The resulting urban structure is highly constricted, as the main economic centers are located on the fringes of the urban areas, and not in their center, according to traditional urban layouts. The historical center in the Southwest of the city hosts government offices, banks and the big market, while Lomé Port and the industrial zone are in the Southeast sector. With such remote hubs, city development entails longer journeys and more commuting.

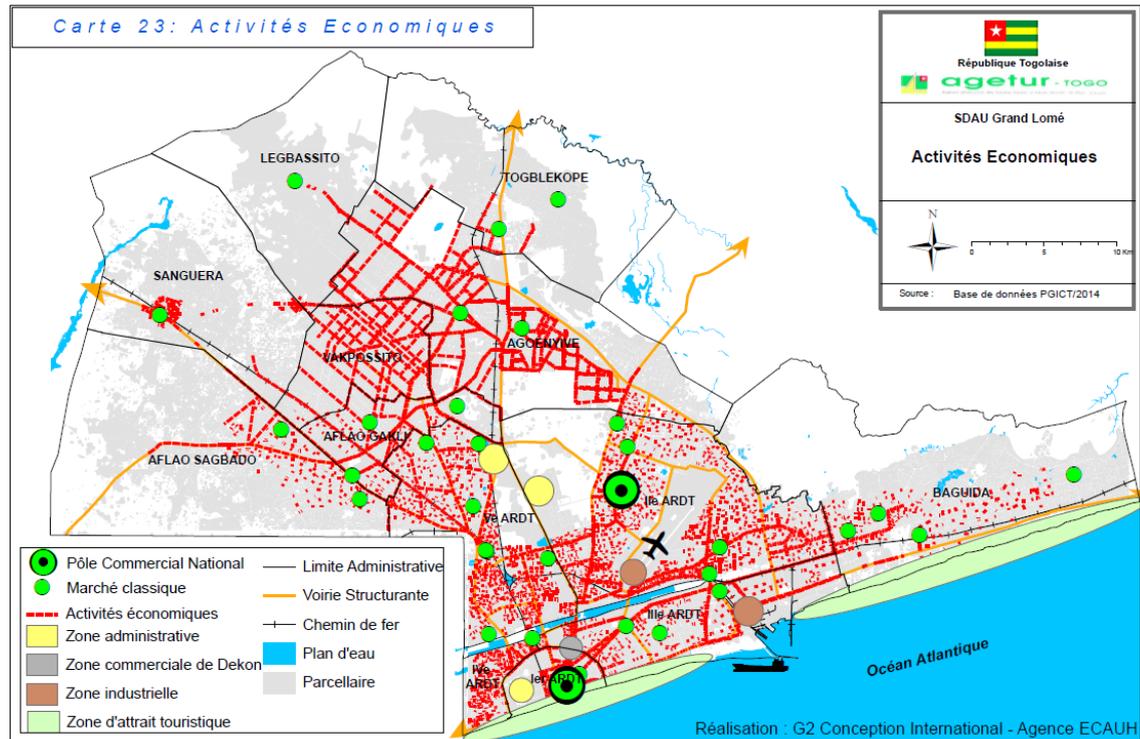


Figure 3 : Location of trip-generating hubs²

The situation is somewhat counterbalanced by Lomé University, located about five kilometers to the north of the historical center. This will likely continue in the coming years, thanks in part to the development of a second urban hub, known as Lomé II, and partly because the Urban Master Plan of 2015 addresses the matter of spatial harmonization. The plan highlights the challenge of expanding urbanization and the resulting necessity to improve and increase infrastructures and urban and social services in a more balanced way across the conurbation. It sets out six strategic directions, the fourth of which focuses on improving urban mobility.

Local governance had long been headed by the president of a special delegation covering the city of Lomé and the Gulf prefecture, as shown on the Figure 3 : Location of trip-generating hubs². **Error! Reference source not found.** With the nationwide process of decentralization, and the municipal elections held in mid-2019, local governance will change substantially.³ Greater Lomé has been redrawn into 13 municipalities, each run by an elected mayor. These municipalities are grouped in two prefectures: the Gulf prefecture, comprising seven municipalities called “Gulf 1” to “Gulf 7” (Gulfs

² Source: Greater Lomé Urban Master Plan, 2015

³ No mayors had been elected in Togo for more than 30 years.

1 to 4 cover the former municipality of Lomé), and Agoè-Nyivé prefecture, made up of six municipalities, including Adetikope. The former city limits of Lomé and its districts have been replaced.⁴

Kara

Founded in 1898, Kara is a colonial city like all the country's other cities. Since independence, Kara has seen very rapid economic development thanks to political efforts by the authorities, who chose to make this city a northern regional hub as a counterweight to Lomé. The birthplace of a former president, and now a mid-sized city, it has benefited from infrastructure-building and from economic investments that have made it the country's second city. The investments made in Kara since the 1970s have led to strong demographic growth and rapid urbanization. The population has increased from 7,850 inhabitants in 1960 to 28,902 in 1981, then to 94,900 in 2010, i.e. an annual growth rate of 4.2% between 1981 and 2010 (last population census).

In terms of the urban pattern, the city is crossed east to west by the Kara River and development has spread along the arterial roads, especially the national road, RN1. The municipality currently consists of 29 districts grouped in three urban zones, with an average density of 2,560 inhabitants/km² (27 inhabitants/ha). The first zone comprises the old nodes, with a dense residential fabric of 200 inhab/ha. The second zone is made up of less dense districts of 100-200 inhab/ha; and the third, most recent zone, comprises peripheral districts with density below 100 inhab/ha.

In terms of governance, the recent local elections put an end to the special delegation. A new mayor and his three deputies took office on September 15, 2019; they will now lead all development projects in the city of Kara.

Kpalimé

The chief city of Kloto prefecture, Kpalimé is the third-largest city in Togo, with a population of 75,000 inhabitants in 2010 and an annual growth rate of 3.4% between 1981 and 2010. The demographic momentum of this city, which lies on the border with Ghana, has been driven by people from the northern region, attracted by the dynamic economy of this western plateau region, which is known as the center of coffee and cocoa production.

Sokodé

The chief city of the central region and of Tchaoudjo prefecture, Sokodé is a mid-sized city which grew from 14,900 inhabitants in 1960 to 95,000 in 2010 (annual growth rate: 2.4% between 1981 and 2010). Located at a major crossroad, its economy is dominated by trade and transport, which generate both formal and informal employment.

1.2 Motorization growth in Togo

Fast-increasing motorization, due mainly to two-wheelers

Although the rate of vehicle ownership in Togo is still low, with motorized two-wheelers the biggest segment, the lack of data makes it difficult to give a reliable estimation of vehicles on the road in Togo. However, various sources allow a good approximation.

- According to the third Demographic and Health Survey (2013-2014), nearly 30% of households own at least one motorized two-wheeler; and 4% own at least one car or truck. Togo had nearly 1.528 million households in 2013. The number of motorized two-wheelers is thought to be approximately 470,000, and the number of private cars is estimated at 60,000. Car and truck ownership, however, is probably considerably underestimated because it doesn't take into account company cars.
- According to the Road and Rail Transport Department (DTRF), which is in charge of monitoring vehicle registration, the number of motorized vehicles (four wheels or more) circulating in Togo in

⁴ During the transitional period before the elections, Agoè-Nyivé prefecture had been created in advance; but it only represented an administrative perimeter, whereas the Gulf prefecture retained its role as a territorial authority (notably encompassing the Agoè-Nyivé prefecture created in advance).

2018 was 300,000, including 210,000 concentrated in Lomé.⁵ The number of motorized two-wheelers is thought to be about 525,000.

- According to estimates by the International Organization of Motor Vehicle Manufacturers (OICA), there were 140,000 private cars in circulation in Togo in 2015, i.e. 19 cars / 1,000 inhabitants (or 0.09 cars/household). The country is seeing exponential growth of car ownership: +7% between 2005 and 2010, then +30% between 2010 and 2015.

The motorbike fleet can thus be estimated at about 500,000 vehicles in Togo. The car fleet is probably about 140,000 vehicles. The DTRF’s annual statistics show exponential growth in motorization. Each year, there are new registrations of nearly 50,000 motorized two-wheelers and tricycles and of nearly 16,700 cars and vans, equating to an annual rise of nearly 10% in the two-wheeler fleet and 12% for private cars (based on the OICA’s estimates).

Number of vehicles registered per category from 2009-2018					
Year	2-wheelers and tricycles	Cars	Vans	Heavy vehicles*	Total
2009	36,277	5,751	1,403	1,481	44,912
2010	38,638	6,229	1,542	2,969	49,378
2011	42,283	7,256	2,219	3,765	55,523
2012	43,757	9,056	1,986	4,488	59,287
2013	41,830	9,402	2,311	4,560	58,103
2014	51,134	10,304	2,533	4,997	68,968
2015	65,599	14,500	3,229	2,420	85,748
2016	45,341	14,079	2,923	1,777	64,120
2017	41,187	14,328	3,149	2,305	60,969
	43,063	15,607	3,224	2,452	64,346
2018	67%	24%	5%	4%	100%

*Heavy vehicles: coaches, trucks, truck trailers, truck tractors, and mobile cranes.

Figure 4 : Number of vehicles registered per type from 2009 to 2018⁶

The figures also show a big difference between rural and urban territories, with a far lower motorization rate among rural households. In those areas, about 26% of households have at least one motorized two-wheeler versus 36% in urban areas; and less than 1% of households have a car or truck, versus 7.5% in urban areas.

As expected, Lomé accounts for a large part of Togo’s total vehicle fleet (see Figure 5), with probably more than 20% of all motorized two-wheelers. This proportion is likely higher for cars, particularly because of very low infrastructure development in secondary cities.

Vehicle use	Number	Proportion
-------------	--------	------------

⁵ This estimate covers motorized vehicles excluding private two-wheelers, taxis, and the transport of passengers and goods.

⁶ Source : DTRF, 2018.

Private	166,189	79.14%
Taxi	27,003	12.86%
Passenger	7,432	3.54%
Goods	9,376	4.46%
Total	210,000	100.00%

Figure 5 : Vehicle fleet in Lomé in 2018⁷

A fleet of ageing, imported vehicles

Togo has no vehicle production plants, so all of its vehicles are imported. Import taxes only vary according to vehicle category. They are:

- customs duties : 20% of value for private vehicles⁸ ;
- and the Statistical Tax: 1%.

These imports are mostly old second-hand vehicles which exacerbate pollution and road-safety problems. Unlike many countries in the sub-region, Togo does not currently have a policy to limit the age of second-hand vehicles, nor does it apply age-linked tax measures. In addition, vehicles are poorly maintained, and there is very low user compliance with mandatory vehicle technical inspections. The average age of motorized vehicles is thus thought to be 10-15 years (Lomé Urban Master Plan, 2015). A regulation to restrict the age of imported vehicles to eight years for heavy vehicles and 10 years for private vehicles is currently being considered.

⁷ Source : DTRF, 2018.

⁸ Vehicles of disabled persons are exempt.

1.3 Urban mobility assessment

1.3.1 Assessment of Lomé

Existing data

The following tables show the existing national and local data on urban mobility:

Data	Scope/area	Mode and year of acquisition	Owner/custodian of data	Availability and format of data	Regular updates	Comment
Land use						
Spatial distribution of population and jobs	National and Lomé	- Third national demographic and health survey (EDST-III 2013-2014) - Lomé Master Plan for Planning and Urbanism (SDAU, 2015)	- Ministry of Planning, Development and Urban planning - Ministry of City, Urban planning, Housing and Public health	- Report EDST-III 2013-2014 - SDAU 2015 undiffused	No	
Travel demand						
Modal split	-	-	-	-	-	-
Origin-Destination data	-	-	-	-	-	-
Traffic						
Traffic counts	Lomé	Spot counts for specific studies and projects	Variable	Undiffused	No, Occasional collections	
Parking						
Occupation and rotation data	-	-	-	-	-	-
Public transport						
Route itineraries and stops	Lomé	SOTRAL plan and academic works	SOTRAL and university researchers	Variable (some downloadable data)	Variable	
Level of service	Lomé	SOTRAL Traffic data and academic works	SOTRAL and university researchers	Undiffused	Annual	

Users satisfaction data	Lomé	SOTRAL annual satisfaction survey and academic works	SOTRAL and university researchers	Undiffused	Annual	
NMTs						
Pedestrian/bicycle counts	-	-	-	-	-	-
Users satisfaction data	-	-	-	-	-	-
Models						
Traffic model	-	-	-	-	-	-
Transport model	-	-	-	-	-	-
Externalities						
Road Safety	National	Annual reports of the Ministry of Security and Emergency Preparedness	Ministry of Security and Emergency preparedness	Data on internet and media	Annual	-
Air Quality	-	-	-	-	-	Reflections undertaken by the Ministry of the Environment for Sustainable Development and Nature Protection for the deployment of pollution measures in Lomé
Gender issues	-	-	-	-	-	-

	Mobility needs	Public transport	Traffic	Parking	NMT	Model	Externalities		
	<i>Modal split, origin-destination, trip purpose, etc.</i>	<i>Operational data (route itineraries and stops, level of service, etc.)</i>	<i>Traffic counts and surveys</i>	<i>Rotation and occupation data</i>	<i>Pedestrian / bicycle counts and user satisfaction survey</i>	<i>Multimodal model (traffic and public transport)</i>	<i>Road Safety</i>	<i>Air quality</i>	<i>Gender issues</i>
Lomé, Togo		● annual	●				● annual		
Bamako, Mali	● 1993	● 2010 et 2019	● 2015 et 2016				● 2019	● 2004, 2008 et 2019	
Ouagadougou, Burkina Faso	● 2011, 2014 et 2016	● 2011	● 1992, 2011, 2014, 2016 et 2018		● 1992		● 2017	● 1998	
Cotonou, Benin			● 2016			● 2016	● annual		

Legend

- No data available
- One-time data collection
- Regular updates
- Regular updates and public availability

Inventory of infrastructure

Greater Lomé has a relatively well-developed road system compared to the interior cities. The network of arterial roads serves the main economic hubs in Greater Lomé, notably the port; and plays a strategic role at the national and transnational levels, owing to the presence of two road corridors: Cinkassé-Lomé (RN1), Benin-Ghana (RN2). A relatively large portion of this system is surfaced, and the most recent roads sometimes have pedestrian walkways, and even crossroads with traffic lights near city centers. However, most of Greater Lomé’s road network (93%) still consists of unsurfaced secondary roads.

Road maintenance is generally poor due to a shortage of human and financial resources. Nearly 91% of roads was estimated to be in poor condition in 2015. Maintenance of the national network in Greater Lomé is funded by SAFER (autonomous company for road maintenance funding); one-third of its budget comes from interurban road tolls. Maintenance of the other roads is in theory funded by the territorial authorities which have limited resources.

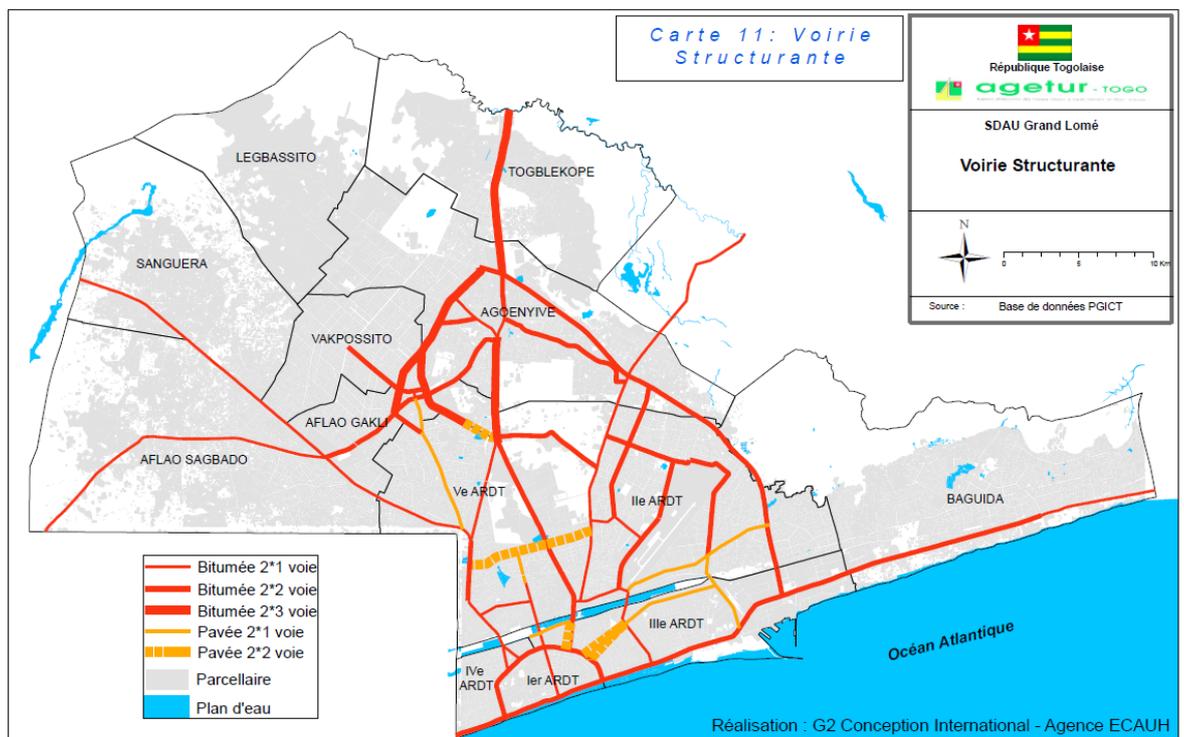


Figure 6 : Map of arterial roads in Greater Lomé⁹

	km	%
Bitume	150,6	6%
Pavé	25,6	1%
Rechargement latérite	9,3	0%
Terre	2424,3	93%
Total	2609,8	100%

Rapport AG7, DGIEU, 2011 – traitement G2 Conception International/ECAUH

Figure 7 : Road surface types in Greater Lomé¹⁰

There are few pedestrian amenities in Greater Lomé, even though walking is the main transport mode. Nor are there any cycling amenities. The result is that:

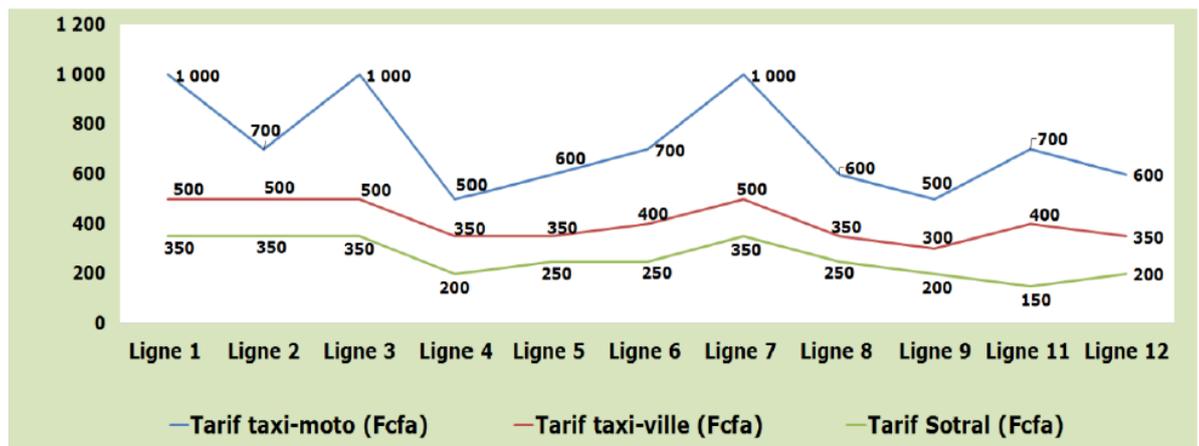
⁹ Source: Greater Lomé Urban Master Plan, 2015

¹⁰ Source: Greater Lomé Urban Master Plan, 2015

spare-part procurement difficulties. The shortage of reliable vehicles has caused service quality to deteriorate dramatically, with a direct impact on ridership.

- Frequency has fallen from 20 min to 30 or even 40 min at peak times, resulting in long waits and overcrowded vehicles, which is highly detrimental to the image of bus travel.
- Journey times have become longer at peak hours, rising from 30 min to 1hr30 on some lines, because buses are caught up in congestion which negatively impacts punctuality and reliability.
- User satisfaction rate has consequently slumped, from 86% in 2015 to 45% in 2018.
- Passenger numbers have also fallen heavily, from 12,000/day in 2015 to 7,000/day in 2019 (of which 50% are students).

The fares imposed on SOTRAL by the central government are low for social reasons. Tickets cost between 150 and 350 FCFA (zonal fare structure) for scheduled lines and 150 FCFA for students (with a student pass costing 6,500 FCFA/month). There is no pass for the scheduled lines.



Source : Rapport d'activité semestriel de la SOTRAL, 2018.

Figure 9 : Comparison of transport fares in Lomé¹³

Furthermore, there are no reserved bus lanes in the city, and although some stops have been installed so that users can identify them easily, and in some cases have shelter from the sun or rain, they are of very mixed quality. In addition, there are operating conflicts with minibuses and taxis at the stops because there is no provision for these modes and no multimodal hubs (see Figure 10 and Figure 11).

¹³ Source: SOTRAL, 2018



Figure 10 : Two examples of SOTRAL bus stops



Figure 11 : BIA urban bus station (SOTRAL terminus)

At present, people have a low opinion of bus transport in Lomé. It is viewed as “poor people’s transport,” and it currently plays only a tiny role in the mobility of residents: it is estimated that SOTRAL provides less than 1% of public-transport trips and less than 0.5% of motorized trips. Less than 3% of students take the bus.

- **Non contracted services (paratransit)**, which satisfies most of the demand for public transport and has quickly adapted to the urban expansion of Greater Lomé. Although the sector is regulated by authorizations from the central government, most paratransit services are operated without oversight. They consist of:
 - motorbike taxis, which dominate paratransit in Togo. In Greater Lomé, they are estimated to be at least 17,800 vehicles, of which less than 5% are thought to be professionalized, and they make more than 475,000 trips daily for inhabitants over 10 years of age¹⁴. An institutional framework has been created to professionalize the motorbike taxis, but it is not enforced. Owner-operators rent or lease a vehicle or use their own, making an average of 26 trips a day when this is the person’s main activity. The safety risk for users, who do not generally wear helmets, is the worst problem in this sector, and the statistics are alarming: 5,000 accidents in 2017, killing 580 people and injuring nearly 8,600, with motorbike taxis involved in 65% of all accidents.

¹⁴ Details of hypothesis in Appendix

- shared taxis, which are generally better regulated by the authorities and can be recognized by their yellow roof and number plate. Shared taxis operate on routes authorized by Lomé municipality, to which they pay a daily fee of 150 FCFA. They have a smaller market share, with nearly 9,000 vehicles, and provide approximately 270,000 trips/day for inhabitants over 10 years of age. They are authorized to operate by the DTRF but are managed by the five unions affiliated with the Togo Road Drivers Union (USYCORT). Drivers must be members of one of these five unions and pay a fee that entitles them to operate from the bus stations, where customers are allocated and vehicle documents are inspected. The sector is in crisis due to competition from motorbike taxis and is seeing internal disorganization caused by non-adherence to the unions and to the bus-station operation rule.
- More recently in Greater Lomé, motorized tricycles have developed for passenger transport, but their number can't be estimated. The sector has grouped into the National Motorized Tricycles for passengers Union (SYNATRIP).
- Lastly, use of private vehicles makes approximately 625,000 trips a day for inhabitants over 10 years of age, of which 325,000 provided by private cars and 300,000 by motorbikes. The fleet would represent about 54,500 cars and 76,300 motorcycles.

In Greater Lomé, the share of motorized trips is growing, but remains moderate. Walking accounts for more than half of all mobility. Based on the ratios observed in other countries in the sub-region, the volume generated in Greater Lomé could amount to nearly 3.43 million trips a day for inhabitants over 10 years of age, of which nearly 1.94 million non-motorized trips/day and 1.49 million motorized trips/day.

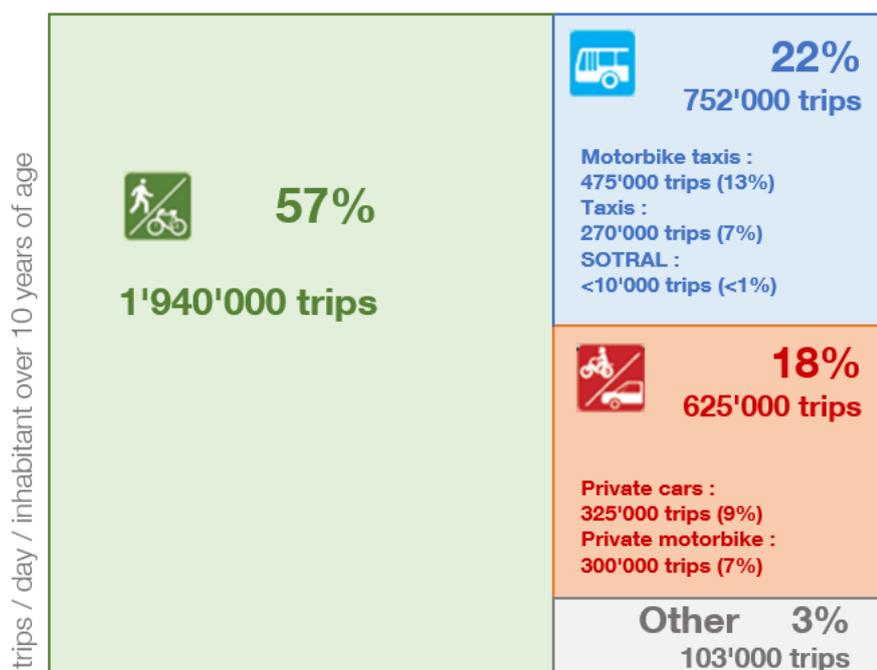


Figure 12 : Modal mix of trips for inhabitants over 10 years of age in Greater Lomé

Traffic plan and space-sharing between modes

At present, space-sharing between modes is largely passive. If a new road project arises, allocated land is determined first, then its uses are set according to the allocated area (needs do not dictate provision). As a result, general traffic (cars and motorbikes) is given a lot of space. Notably, there are no bus or bike lanes in Togolese cities, and pedestrians are left with the residual space.

Nor is there a traffic and parking plan, the exception being the perimeter around the big market in Lomé, which cannot be accessed by motorized vehicles (except for residents, who have a badge). However, this recent measure was taken for public security reasons (to restrict stealing), not to manage mobility.



Figure 13 : Pavements congested by parked vehicles, in the absence of organized spaces



Figure 14 : Spaces designed for pedestrians in the form of a pavement (left) and a curbstone (right)



Figure 15 : Zone prohibited to traffic on the edge of the big market in Lomé

Outlook

In light of the growing population, the **Urban Master Plan (2015)** aims to foster multipolar metropolitan development in order to better distribute the traffic hotspots. The underlying goal is to fight urban sprawl and preserve the potential for urban agriculture and natural spaces on the edge of Greater Lomé. The strategy behind the Urban Master Plan is set out in six target areas. The fourth concerns improving urban mobility, and describes the following core transport measures:

- Formulate an Urban Mobility Plan (an action planned in the Emergency Program of the Greater Lomé CDS, a document that preceded the Urban Master Plan);
- Create public transport infrastructures integrated with hub-based spatial planning of the territory;
- Strengthen the road-based public transport system;
- Exploit the land reserves around the railways by organizing a rail mass transit system;
- Organize the development of reserved-lane public transport at metropolitan level
- Adapt roads to the dual nature of transport modes: motorbikes (space gain) and shared transport (sustainability and spatial equity);
- Ensure the safety and mobility of pedestrians and cyclists;
- Provide quality access from Lomé to the future airport site;
- Link the concentric road network with a hub-and-spoke network in 2015 to reduce isolation;
- Organize urban logistics to reduce the presence of heavy vehicles in the city center (bypasses, regulation, etc.);
- Adapt the size, shape and surface of roads to the various transport modes that use them.

The Urban Mobility Plan initiative launched in 2016, after stalling due to lack of resources, was reactivated in May 2018 and the UMP committee was reconvened.

Additionally, the **National Development Plan 2018-2022** lists certain priority actions that involve urban transport in Lomé, to various degrees. These include:

- Develop the north-south logistics corridor;
- Strengthen the east-west corridor (Togolese portion of the Abidjan-Lagos corridor);
- Build the Abidjan-Lagos highway;
- Improve and build secondary national roads;
- Renew the car fleet;
- Develop mass urban transport;
- Strengthen the organizational and regulatory capability of the road transport sector;
- Refurbish and build road transport facilities;
- Support governance of the transport sector;
- Build a north-south railway line.

As part of the National Development Plan, the World Bank finances an envelope of 16 billion FCFA for the implementation of an Infrastructure and Urban Development Project (PIDU), whose objective is to improve access to basic urban infrastructures, including roads in the cities of Lomé, Kara and Dapaong, as well as providing institutional support in 7 cities (Lomé, Kara, Dapaong, Atakpamé, Kpalimé, Sokodé, Tsévié).

Beyond these strategic themes, Greater Lomé has few structural projects for urban mobility. Owing to the country's macroeconomic situation, international donor institutions and partners contribute mostly to studies but little to investment. The main projects emerging at this stage concern:

- The proposed development of a north-south logistics corridor, led by the central government (railway and road network);
- Long-term thinking around the creation of a new airport north of Lomé;

- The Lomé II project to develop a new urban center (in progress);
- The implementation of actions planned in the Emergency Program of the Greater Lomé CDS 2011, including those pertaining to mobility:
 - Project to build canton-level linking roads for better access to the outskirts of Greater Lomé. The provisional budget is nearly 48 billion FCFA, with the territorial authorities paying nearly 5% and the rest not yet funded.
 - Project to design the Lomé traffic plan, presented as a blueprint or prerequisite of the Urban Mobility Plan (data collection in particular). This project has been costed at nearly 225 million FCFA, with 5% paid by the territorial authorities and the rest not yet funded at the time of the CDS.

Key observations and issues

- A city circumscribed by the ocean and border, with remote economic hubs as a result
- Urbanization that is continuing to extend north and east, far from the economic hubs
- A public transport operator that is established but has not yet achieved stability, and provides only a very small proportion of trips
- ... resulting in almost all public transport being provided by non-institutional actors with little organization and regulation, using low-capacity vehicles and particularly motorbikes
- Most mobility needs are met by active modes, but they are given inadequate consideration.
- Infrastructure suffers from a lack of maintenance
- A worrying safety problem, due to the density of motorized two-wheelers; and high levels of pollution

Points requiring vigilance

- A city experiencing high demographic growth
- The motorization rate of households has high growth potential and imports being mostly old second-hand vehicles, which exacerbate pollution and road-safety problems.
- A decentralization process that will alter equilibria, and must be managed to ensure the anticipated benefits

1.3.2 Assessment of secondary cities: the case of Kara

Kara, one of the six largest mid-sized cities in Togo, is viewed as the product of a strong political will to create a regional capital in the North, able to host most administrative services and serve as a

counterweight to the capital Lomé. Its strategic position, in the center of the region and on the Lomé-Ouagadougou corridor, is an asset enabling it to act as a hub for all of northern Togo.

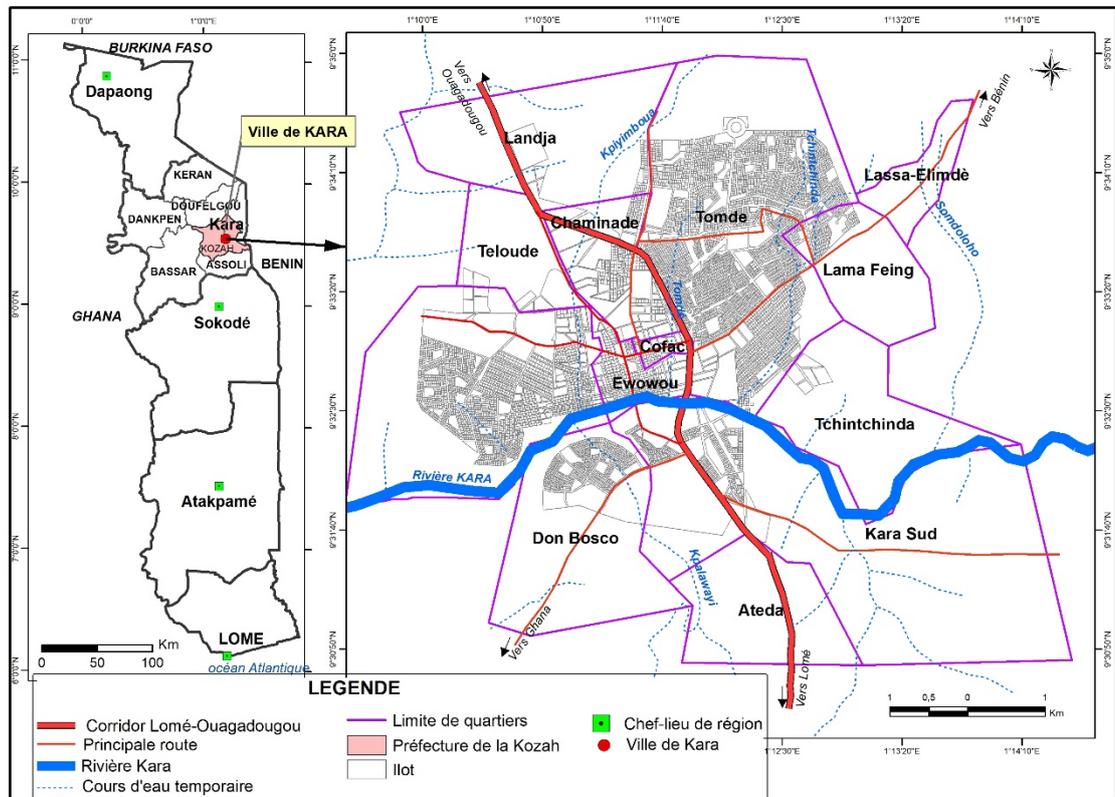


Figure 16 : Location of the city of Kara, and its urban space structured by the road system

A river of the same name runs east to west through the city, which is developing mainly around these arterial roads:

- lengthwise, the urban pattern extends along the RN1 national road and the road to Lama.
- crosswise, the urban fringes follow the national road RN16 (Kara - Kétau – Benin border) west to east; the RN 19 (Kara - Bandjéli – Ghana) east to west; and extend towards Kpenzindè-Abouda in the Southeast.

But the city has no land use plan and no urban development plan, which explains the disorderly nature of its spread.

Only the main road network and some secondary roads are surfaced, and maintenance is both inadequate and irregular. Within each district, the unsurfaced lesser roads provide local access. They are however fairly impassable for four-wheel vehicles, leaving way for two-wheelers, which are quite effective.



Figure 17 : Transport modes on a bitumen road (left) and earth road (right)

No mobility study has been done on Kara, except for university research. But an analysis of everyday mobility shows that the transport modes used to access urban amenities vary according to the socio-economic profile of households and individuals. Walking clearly predominates in the travel of schoolchildren, students, public-sector workers and less affluent shopkeepers. As in the other secondary cities, there is no conventional urban public transport except for the buses operated by Kara University to transport its students. Most passenger transport is provided by the informal sector:

- There are about 3,000 motorbike taxis on the road in Kara. Highly adapted to urban spaces and especially to the road network (of which only a small part is surfaced), they are proliferating and taking over Kara’s urban space, as people prefer them to other modes, whatever their reasons for traveling.
- Bush taxis: the development of motorbike taxis has forced urban taxis lacking customers in urban areas to become “bush taxis,” whose basic purpose is to serve the villages around Kara and small towns in the region.

The local authorities of Kara therefore face the challenge of structuring paratransit services. For Kara city council, this would mean involving unions well-disposed to cooperate, and enforcing local laws that regulate parking and are designed to fight uncontrolled occupation of public space. Rolling out new strategies to collect taxes at bus stations and for motorbike taxis would help expand the council’s tax base.

Regarding projects, the Infrastructure and Urban Development Project (PIDU) currently in progress will develop and add lighting to certain roads and pavements to improve active-mode mobility. Furthermore, SOTRAL conducted a study in 2015 to identify possibilities for developing urban public transport in Kara. There is also a project to build a bypass for high-capacity trucks, to help decongest the city and improve road safety.

Lastly the upcoming residence-tax will provide an extra resource for the city council, which may possibly allocate part of it to organizing urban transport.

Key observations and issues in Kara

- A dual administrative role (prefecture and region), making it a secondary capital promoted by the public authorities
- A road system comprising bitumen primary routes, secondary and lesser earth roads, particularly in peripheral districts
- Urban transport provided solely by motorbike taxis in the city and by bush taxis in the surrounding villages and small towns
- A highly politicized city, with untimely interventions outside of policy frameworks prompted by city-council decisions
- A worrying safety problem, aggravated by the predominance of motorized two-wheelers

- A political will to help the city of Kara equip itself with an urban public transport system, based on a study done by SOTRAL
- The recent municipal elections provide an opportunity to change the roles and powers of the various city hall officials

Points requiring vigilance in secondary cities

- Inadequate communal social amenities, and a road system in poor condition
- Low resources (financial, human, technical) are slowing the formulation and implementation of local planning schemes

1.4 National context

1.4.1 Legislative framework

The Togolese government, accompanied by the World Bank, has initiated a broad program of reform including in the transport sector. Thus, an assessment mission of the current legal and institutional framework of road transport was commissioned by the World Bank. This mission is expected to lead to a revision of the legal framework in the field of land transport. As the legislative framework in this area is composed of many texts of various types and scope, it suffers from a lack of hierarchy between the different legal norms (law, decree, decree) and needs to be updated.

Two general laws provide a serious legislative basis, although they also deserve to be updated and supplemented. These are:

- Law n°98-21 of 31 December 1998, on the transport system and the general common provisions applicable to the different modes of transport. This text defines:
 - its own purpose, that is, aiming to increase the mobility of people and goods, to ensure the competitiveness of Togolese productions on the markets by reducing costs and improving the quality of services, to contribute to the reduction of poverty and to support the implementation of sustainable development of the economy
 - as well as, general principles concerning transport policy and market organization, government intervention and investments in the transport sector.
- Law n° 2000-008 of 13 April 2000, enacting transport regime, which defines the contracts for the carriage of goods, passenger transport and movement (carrier liability, time limits and penalties, etc.).

Furthermore, Togo began a process of decentralization in 1992. Its implementation, driven by successive laws - 1998, 2007, 2018 and most recently 2019 – is struggling to achieve concrete results; and successive amendments to the law have rendered the legislative framework and its enforcement more complex. In the area of urban mobility, these difficulties are affecting the division of powers between the central government and territorial authorities.

The municipal elections held in mid-2019 marked the transition towards effective decentralization. Local governance is in the process of being established, which will alter the form and scope of responsibilities. Decentralization entails the following:

- Defining two levels of authority: municipality and region.
- A change in status for prefectures, with their mandate as a local authority transferred to several municipalities in each prefecture, though they will continue to exist in administrative terms. At the Greater Lomé level, the boundaries of the Gulf prefecture are widened to include the former municipality of Lomé; the Agoenyieve prefecture has been created; and in the Kara region, four municipalities have been created.
- The decentralization law introduces the concept of an inter-municipal authority and an autonomous district, although they have not yet been given any powers:
 - Creation of inter-municipal authorities that automatically comprise all municipalities in a prefecture. The exception is the Greater Lomé inter-municipal authority, which covers two

prefectures: Agoenyieve and Gulf. The inter-municipal authorities will be run by the municipalities' elected representatives.

- Creation of a Greater Lomé Autonomous District (DAGL), with the same boundaries as the inter-municipal authority. The DAGL will be run by a council comprising, in equal numbers, elected representatives of the municipalities and representatives of the central government.

These concepts of inter-municipal authority and autonomous district (DAGL) represent a new challenge for urban transport policy. The plan to create the Greater Lomé inter-municipal authority and the DAGL could give rise to an authority with power over metropolitan-level urban transport, and thus generate an effective, overarching vision for the territory.

Chronology of the decentralization process

- **1992: Constitution of 14/10/1992, reform of the administrative organization based on the principle of decentralization**

Sets out the principle of decentralization; defines three levels of decentralized territorial authority (municipality, prefecture, region) and grants them their respective powers.

- **1998: Law of 11/02/1998, on the decentralization process**

Law intended to translate the constitutional provisions of 1992 into concrete results; in fact, there was little compliance with the law.

- **2004: Program for the Consolidation of Decentralization in Togo**

Program launched in April 2004 to reactivate the decentralization process of 1998.

- **2007: Law of 13/03/2007, on decentralization and local freedoms**

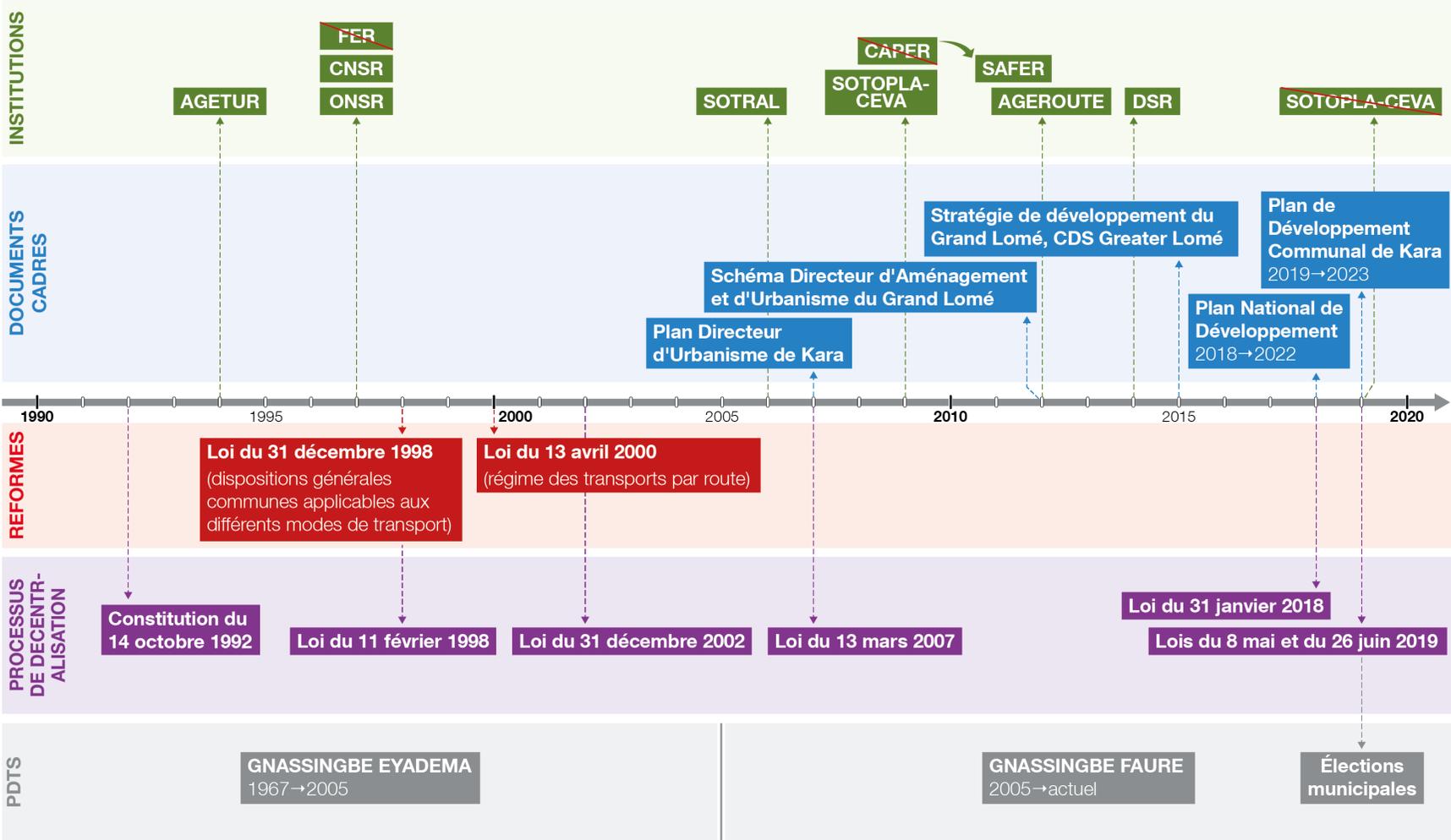
Amended the 1998 decentralization law; determined the powers of the territorial authorities.

- **2018: Law of 31/01/2018, on decentralization and local freedoms**

Amended the 2007 decentralization law.

- **2019 - Acceleration of the decentralization process: two successive laws (of 08/05/19 and 26/06/19) and municipal elections**

- Law of 08/05/19: this law defined only two levels of territorial authority: municipality and region. Accordingly, the prefecture retains only its administrative status.
- Law of 26/06/19: this law withdrew the status of territorial authority from prefectures and set out the new terms of the General Tax Code. In addition, the law provided for the creation of inter-municipal authorities and the Greater Lomé Autonomous District.
- Municipal elections were held in mid-2019 to elect the mayors of the municipalities; this marked a big step forward in the process of decentralization in Togo, which is now at a turning-point.



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Figure 18 : Chronology of institutions in Togo

1.4.2 Main urban mobility actors

Ministries

In Togo, infrastructure and transport fall under the authority of the same ministry, which simplifies coordination. However, some domains connected with urban mobility are held by other ministries. The different ministries are:

- The **Ministry of Infrastructure and Transport (MIT)**, in conjunction with the other ministries concerned, enacts the infrastructure and transport policy decided by the government. In this respect, it defines and coordinates the actions of the central government and of the various stakeholders involved in building public infrastructure. The ministry is also in charge of formulating and monitoring transport policies and strategies; ensuring and facilitating the mobility of goods and people; monitoring policies relative to land, sea and air transport and meteorology; and ensuring that policies on transport-infrastructure protection and safety are implemented.

The ministry is split into six operational departments, of which the following concern urban mobility: Planning and Monitoring-Assessment Department (DPSE), Public Works Department (DTP), Road and Rail Transport Department (DTRF).

- The **Ministry of Urban Planning, Housing and Living Environment (MUHCV)** implements policies on these matters decided by the government. It defines and coordinates the actions of the central government and the various stakeholders; it assists the territorial authorities with urban management and provides tools for planning urban development. It is in charge of the following departments that interface with urban mobility: Department of **Urban Planning, Municipal Development, Housing and Built Heritage (DGUDMHPI)**; the Department of **Infrastructure and Urban Services (DGIEU)**; and the Department of **Cartography (DGC)**.
- The **Ministry of Territorial Administration and Decentralization (MATD)**. Within this ministry, the Department of Decentralization and Local Authorities (DDCL) is in charge of implementing and monitoring central-government policy on decentralization. In this respect, the department also ensures that the division of powers between the central government and the territorial authorities is respected.
- The **Ministry of Security and Civil Protection (MSPC)**, which contains the **Road Safety Division (DSR)**, created in 2014. This division is in charge of educating the public and raising awareness, traffic monitoring and control, crossroads surveillance (in particular, peak-time traffic management) and community police.
- The **Ministry of the Economy and Finance (MEF)**. This ministry's portfolio includes the general formulation of the government's economic and financial policy, and the management of state-owned assets. In addition, it oversees the finances of fully or partly state-owned enterprises and agencies, and, as necessary, organizes their privatization within the legislative and regulatory frameworks.

Territorial authorities

Further to the June 2019 law and to the municipal elections, there are now only two territorial-authority tiers instead of three: Regions and Municipalities. But the law actually sets out three types of powers: those specific to territorial authorities, those shared by municipalities and the central government, and those transferred to the central government.

The regions' transport powers are relatively limited. The regions are consulted on plans for national roads running through their territory and they share with the central government the construction and maintenance of regional infrastructure (roads, paths and bridges) as well as the management of regional-road toll gates.

The municipalities play a more important role in urban transport:

- They now have greater powers of their own: they are consulted on plans for national, regional and prefecture roads that run through their territory; they are in charge of building and managing bus stations and parking areas; and they organize, and monitor the condition of road signs and signals.

- They share powers with the central government for: creating, repairing and maintaining municipal roads; regulating traffic; organizing urban transport; building infrastructure for small-ship moorings; and building and managing toll gates on municipal roads.

In the context of the very recent municipal elections, the division of powers between the central government and the territorial authorities is changing substantially. This transition makes inter-agency coordination more complex, and sometimes gives rise to overlapping powers or gray areas. Furthermore, the limited budget of local authorities prevents them from fulfilling all of their responsibilities.

Public and private transport operators

- **Lomé Transit Company (SOTRAL)**. This company's institutional framework is governed by three supervising authorities: the municipality of Lomé, the Ministry of Infrastructure and Transport, and the Ministry of the Economy and Finance.
- **The Motorbike Taxi Drivers Union Collective of Togo (COSTT)** is a group of seven unions that acts as an advocate for them vis-à-vis the public authorities, especially on the issue of professionalization. Overall, very few motorbike-taxi drivers are in a union (nearly 10,000, i.e. less than 5%).
- **The Togo Road Drivers Union Federation (USYCORT)** brings together the five urban-taxi unions, and also represents interurban transport providers.
- **The Togo Motor Vehicle Registration Plate and Roadworthiness Testing Company (SOTOPLA-CEVA)** was until June 2019 under a concession contract with the DTRF, which had delegated the making and fitting of registration plates and the performance of roadworthiness tests.
- **The National Motorized Tricycles for passengers Union (SYNATRIP)**, is a union of motorized tricycles, the latter having developed relatively recently in Lomé

Public agencies and establishments attached to ministries

- **The Regional Training Center for Road Maintenance (CERFER)**, set up in 1970 under an agreement by five countries in the sub-region (Benin, Burkina Faso, Ivory Coast, Niger and Togo), is under MIT supervision and is in charge of training the technicians who work on road building and maintenance.
- **The Autonomous Company for Road Maintenance Funding (SAFER)**, founded in 2012 under the dual supervision of the MEF and the MIT. Its missions are: mobilizing financial resources for road maintenance, routine repairs, building new toll gates and managing existing ones. This second-generation fund has replaced the Road Maintenance Fund (FER) founded in 1997, and the Autonomous Company for Toll Gates and Road Maintenance (CAPER) created in 2009. In practice, although SAFER has administrative autonomy, with a Supervisory Board, the ministerial order does not ensure its financial autonomy, as taxes on oil products, which represent most of its budget (85%), are set each year in a Finance Law.
- **The Agency for Conducting Urban Works in Togo (AGETUR-TOGO)**, created in 1994, acts as a delegated project owner for urban-road improvements and the construction of schools, administrative buildings and water wells. It is under MIT supervision (previously it was supervised by the MUHCV). Until 2013, it was the only agency with the power to build and improve road infrastructure, which led it to operate outside its remit. The creation of AGEROUTE has filled the gap. However, the division of powers between the two agencies is still a gray area.
- **The Road Infrastructure Works Management Agency (AGEROUTE-TOGO)**, created in 2013 and under MIT supervision. It is in charge of executing all projects to build, improve and maintain road infrastructure in the national network. It can act as a delegated project owner on national road-system projects, and as an executive agency on behalf of the central government. AGEROUTE is resourced by annual funds from the central government, based on the government's priority objectives in respect of executing road-infrastructure projects.
- **The Road Maintenance and Public Works Brigade** is attached directly to the MIT general secretariat. It is in charge of emergency interventions, especially in the event of flooding, traffic accidents on earth roads and tracks, etc.
- **The National Road Safety Office (ONSR)**, set up in 1997, is under MIT supervision but has never been operational, for lack of funds. Its intended mission is to conduct studies and research on

ways to improve road safety and training, to raise user awareness and to manage the vehicle roadworthiness test center.

- **The National Road Safety Council (CNSR)** was set up under MIT supervision at the same time as the ONSR in 1997, and is not operational either. Its intended mission is to give opinions on policy and propose prevention measures and recommendations to the government.
- **The Delegation of the Informal Sector Organization (DOSI)**, was created in 2008 to structure the informal sector. As part of its activities, it operates in the field of paratransit services and supports initiatives participating in the professionalization of the sector.
- **The Togolese Municipalities Union (UCT)**, is an organization created in 1996 by mayors and placed under the supervision of MATDCL. Its purpose is to offer a framework for exchange and solidarity between municipalities so as to ensure their development and emancipation. In this context, it promotes the decentralization policy and facilitates dialogue between local authorities and the state.

Civil society stakeholders

The involvement of civil society in organizing urban mobility is essentially focused on the matter of road safety. The Togolese Federation of Road Safety Organizations (**FETOSER**) is the umbrella body for: Togo Road Prevention (PRT), Road Victims Association (AVR-TOGO), New Road without Accidents in Togo (NORSAT), National Committee Against Accidents (CNLA), Togo People's Aid Association (ASePT), and Public Safety at the Wheel (SPV). FETOSER acts as an advocate and proposes strategies to improve road safety (road education in schools, help with obtaining one's driving license, improving the condition of vehicles on the road, etc.).

International partners

The main partners are:

- **The World Bank** carries many studies in the field of transport. It backs the MUHCV and helps finance urban-development infrastructure projects in several cities as part of the PIDU (particularly Lomé, Sokodé, Kpalimé, Kara and Atakpamé).
- **The French Development Agency (AFD)** is present in Togo but no longer involved in mobility issues.
- **The Japan International Cooperation Agency (JICA)** is supporting the Department of Cartography (DGC) in the digital mapping and topography project to create a geographic database.
- **The European Union** is financing and participating in several studies in Togo, especially a study on the organization of paratransit services in Togo and national transport policy.
- **CODATU (Cooperation for Urban Mobility in the Developing World)** is assisting the ministry on drawing up Greater Lomé's Urban Development Plan and the **MobiliseYourCity** initiative.
- **The African School of Architecture and Urban Planning (EAMAU)**, is an interstate institution of 14 member countries created in 1975, it aims to provide initial and continuing education in architecture and urban planning. Its headquarters are based in Lomé, Togo.

Key observations and issues

- Powers concentrated in the Ministry of Infrastructure and Transport, but interfaces necessary with many ministries
- Decentralization is in progress, but has not yet taken effect
- Local authorities are not always able to fulfil all their missions (operation and maintenance) because they lack resources or an interface with the central government
- Existing institutions on which to rely to strengthen exchanges and the sharing of skills at the local level (UCT, EAUMAU, CERFER, etc.).

Sector		Urban Planning	Public transport					Public spaces					
			Institutional collective transport		Urban bus terminals	Paratransit			Road infrastructures and road network	Traffic management	Parking	Non-motorized modes	
			Bus (Standard lines)	Bus (Special lines of students)		Shared taxis	Moto-taxi	Three-wheelers				Walking	Cycling
Strategical level What strategies? With which resources ?	Policy and planning	Ministry MUHCV and AGETUR agency	General Secretariat of MIT ministry										
	Funding		Ministry MIT, Ministry MEF and Municipality of Lomé	Ministry MESR	Almost non-existent	Ministry MIT	Almost non-existent	Inexistent	Ministry MIT and Ministry MUH	Inexistent			
Tactical level What services ought to be developed? How to go about it?	Regulation	Inexistent	State		State		Inexistent		Inexistent	DSR			
	Licensing, permits and contracting	Almost non-existent	Municipality of Lomé	Ministry MESR	Inexistent	Ministry MIT			Ministry MIT : Almost non-existent	Inexistent	Inexistent	Inexistent	
	Fare system		Ministry MIT, Ministry MEF and Municipality of Lomé	Ministry MESR	Inexistent	Municipality of Lomé : almost non-existent	Inexistent		Inexistent				Ministère MIT (DTP) / Commune de Lomé
	Infrastructure, Equipment	AGETUR agency and locales territories	SOTRAL	SOTRAL	Municipality of Lomé		AGEROUTE agency, AGETUR agency and local territories						
Operational level How to produce services efficiently?	Operations / Maintenance		SOTRAL		Local territories and union/companies	Companies		AGEROUTE agency, AGETUR agency and local territories	Municipality of Lomé	Inexistent			

Issue (Red background)

Unsatisfactory (Yellow background)

(Hatched background)

Figure 19 : Urban transport governance matrix in Lomé

Sector		Urban Planning	Public transport				Public spaces				
			Bus (Special lines of students)	Urban bus terminals	Paratransit		Road infrastructures and road network	Traffic management	Parking	Non-motorized modes	
					Shared taxis	Moto-taxi				Walking	Cycling
Strategical level What strategies? With which resources?	Policy and planning	Ministry MUHCV	Government departments (Ministry MIT)								
	Funding		Ministry MEF / Municipality of KARA	Ministry MEF	Municipality of KARA and Ministry MEF	Ministry MEF and Agency DOSI	SAFER and Municipality of KARA	Inexistent			
Tactical level What services ought to be developed? How to go about it?	Regulation	Inexistent	Ministry (MIT) / Municipality of KARA / SOTRAL	Municipality of KARA	State		Inexistent	DSR Kara			
	Licensing, permits and contracting	Almost non-existent	Municipality of KARA and SOTRAL	Inexistent	Ministry MIT	Ministry MIT: almost non-existent			Municipality of KARA: quasi-inexistent		
	Fare system		Municipality of KARA and SOTRAL	Municipality of KARA	Municipality of KARA: almost non-existent	Inexistent			Municipality of KARA: quasi-inexistent		
	Infrastructure, Equipment	Municipality of KARA	Municipality of KARA / SOTRAL	Municipality of KARA			AGETUR agency and Municipality of KARA	Municipality of KARA	Municipality of KARA: quasi-inexistent	Inexistent	Inexistent
Operational level How to produce services efficiently?	Operations / Maintenance		SOTRAL	Municipality of KARA and union/companies	Companies		AGETUR agency and Municipality of KARA	Municipality of KARA	Municipality of KARA and companies	Almost non-existent	

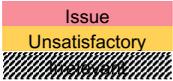


Figure 20 : Urban transport governance matrix in secondary cities (Kara example)

2. The challenges for each priority theme

2.1 Institutional framework and urban transport management

Togo is in the midst of the transition towards decentralization. Laws are expected to better distribute powers in order to improve the country's territorial governance. However, decentralization is not yet effective and the municipal elections were held only recently. As a result, during this transitional phase, when urban mobility is managed at various tiers, interactions between institutions are necessary but not always very legible. In addition, the institutions, and especially the local authorities, do not often have the human and/or financial resources to fulfil all their missions. In that regard, the EAMAU is an opportunity to strengthen the local authorities expertise in urban planning and architecture, through its training center or its specialized expertise.

Difficulties related to the allocation and application of powers

The new decentralization law set out relatively clearly the division of powers between institutions but difficulties are arising from inappropriate application of the law or gray areas around the allocation of powers.

■ Powers not applied in accordance with the law:

- Regarding urban planning, the territorial authorities are competent in theory, and the central government monitors the formulation of planning documents via the MUHCV. In practice, the territorial authorities often return their powers to the central government because they lack human and/or financial resources. There is no operational administrative entity corresponding to Greater Lomé. The result is that territory-level planning documents for the area are handled by the central government.
- Regarding bus stations, responsibility lies with the territorial authority where they are located. In practice, the authorities, owing to their lack of human and financial resources, cannot systematically fulfill their role, particularly with regard to refurbishing and managing this infrastructure. As a result, although the Gulf prefecture has plans to refurbish bus stations, the municipality of Lomé is not at all involved in this matter. In the secondary cities, the municipalities do not have the resources to build such amenities, and must wait for the central government to step in.¹⁵
- Regarding the organization of independent transport:¹⁶ the central government retains a significant role in planning and managing urban taxis and motorbike taxis. The territorial authority plays a role in collecting annual taxes from urban taxis. But these two tiers encounter difficulties in enforcing the law:
 - the professionalization of urban taxis is relatively well enforced, yet some weaknesses remain in terms of: planning (with little or no control over pick-up points and routes); fare policy (no control over fares); and building infrastructure (little or none is built).
 - the existing legislative framework for the professionalization of motorbike taxis is not enforced, and most of the sector remains informal, seriously limiting the ability to regulate the practice and preventing the public authorities from enjoying a financial boost from the taxes. Furthermore, the municipality of Lomé in no way enforces its power in this respect, and thus does not collect taxes from declared vehicles.

¹⁵ A study on developing five bus stations was launched in chief cities of prefectures (Tsévié, Atakpamé, Sokodé, Kara and Dapaong) in March 2019 as part of the program to support transport-sector governance in order to formulate an efficient method of managing this type of infrastructure.

¹⁶ A study on the organization of paratransit services financed by the European Union is reaching the end of its assessment phase and should eventually yield an action plan.

- Regarding road infrastructure and roads:
 - Powers are divided according to several criteria: the type of road (national, regional or local); the type of intervention (construction, improvement or operation); and the level of project advancement (planning, implementation, execution). The division of powers is thus hard to understand, particularly in urban areas and especially in Lomé.
 - The Road Maintenance Department receives SAFER funding, which does not cover all its financial requirements for improving and maintaining roads.
 - In addition, the territorial authorities' limited resources prevent them from maintaining the urban network; this job is handled partly by the central government, which does not even have the resources to adequately maintain the network it is actually in charge of.
 - The MIT's organization provides for a Road Maintenance and Public Works Brigade. This entity quickly carries out small road-maintenance jobs, often preventing situations from deteriorating. But the brigade now only exists in Lomé, and does not have the financial or human resources to function properly.
- **Unallocated powers:**
 - Regarding urban planning: there is no urban planning code allowing proper enforcement of regulations, while the land code is very recent.
 - Regarding paratransit services:
 - The recent development of motorized tricycles has not yet been taken into account in law.
 - In Lomé, the city authorities provide plots for the construction of stations and shelters for motorbike taxis and urban taxis; but does not fund or build them.
 - Regarding parking and bicycles: these topics are not currently addressed.

Difficulties arising from interactions between the competent authorities

Difficulties may also arise in coordinating different domains, territorial tiers, or operational levels:

- **Inter-ministry management of transversal mobility topics is limited**, in particular regarding urban planning, where the interactions between MIT and the MUHCV should ensure greater consideration of the accessibility of territorial-development projects. This also applies to the organization of public space: when new projects emerge, land is allocated without taking account of transport functions, resulting in difficulties for bus traffic (no reserved lanes) and for active modes.
- **The concept of the inter-municipal authority** and of the Autonomous District of Greater Lomé is enshrined in law, but is not yet an operational reality. At this stage, there is no targeted institution able to lead and centralize mobility issues at Greater Lomé level. The existence of such an institution would notably strengthen representation vis-à-vis international donors.
- **The change of responsible entities between infrastructure building and operating phases.** The phases to plan and design pieces of infrastructure are generally led by the central government, whereas they are maintained and managed by the territorial authority or a private-sector actor. The lack of interaction between these institutions sometimes leads to poor consideration of operational requirements:
 - When a road is built or traffic lights are installed, the municipality has little or no involvement with the studies. This results in noticeable dysfunctions on the ground:
 - The municipality has no maintenance capability, and often receives equipment manuals in Chinese, which prevent it from organizing training sessions for staff.
 - Current regulations are not tailored to needs, as the town/city does not control operation or coordination of facility management. It is thus not unusual for traffic-lit crossroads to be human-controlled much of the time, pointlessly consuming resources.
 - SOTRAL is not always associated with the upgrading of roads, and so buses are not optimally considered in new infrastructure (especially the positioning of bus stops).

Strengths	Weaknesses
<ul style="list-style-type: none"> ■ The Ministry of Transport holds powers in respect of planning, transport management and infrastructure. ■ An Urban Mobility Plan projects committee, which gathers all urban-mobility actors in a working partnership format. 	<ul style="list-style-type: none"> ■ Decentralization has not yet taken effect, and is generating gray areas around the division of powers during the transition. ■ Some municipalities are unable to fulfill the missions devolved to them. ■ There is no entity that corresponds to the trip-organization area (Greater Lomé); and, in particular, no PTA. ■ A lack of control over the informal-transport sector, which limits the effectiveness of the measures taken to organize urban mobility and entails a revenue shortfall for the public authorities.
Opportunities	Threats
<ul style="list-style-type: none"> ■ A decentralization law that defines the concept of the inter-municipal authority and of the Autonomous District of Greater Lomé; and which thus offers the opportunity to create a competent authority with a transversal perspective on a territory whose perimeter is appropriate for urban mobility. ■ A decentralization law and recent municipal elections that offer the chance to alter roles and powers. ■ Studies are in progress on national transport policy for the 2016-2030 period and on the regulatory framework. 	<ul style="list-style-type: none"> ■ No control over lead times for making the new institutions operational.

Figure 21 - SWOT grid of issues related to the institutional framework and urban-transport management

2.2 Funding sources devoted to urban-transport management

In Togo, no specific budget is allocated to urban mobility. Currently, financial contributions allocated to the transport sector are:

- SOTRAL:
 - Public-transport users' contributions to SOTRAL's operating budget, by buying tickets. This revenue remains fairly limited, however, and is declining (nearly 375.2 million FCFA in 2013, and passenger numbers have since fallen by half). This revenue stream covers 35% of SOTRAL's expenditure. The collection rate, which at one time was 55%, has fallen sharply, owing to the deteriorating level of service and inefficient lines.
 - Revenues from coach hire and advertising, which are also limited and falling (nearly 58.5 million FCFA in 2013).
 - Financial compensation from the central government to SOTRAL for applying a reduced student fare; and subsidies, also from the central government. At present, the government has considerably increased its funding of SOTRAL, granting an annual subsidy of 500 million FCFA, which is set out in the new agreement.
- Road users contribute to SAFER's budget by paying interurban tolls and the domestic tax on oil products. This budget helps to fund the maintenance of national and interurban roads only, and currently covers only 35% of requirements (revenues are thought to be in the region of 15 billion FCFA versus an estimated requirement of nearly 40 billion FCFA).
- A recent law on leasing allows vehicles to be purchased on credit.

Paratransit service taxes feed into the central-government or the local authority budget but are not specifically allocated to implementing urban-mobility policies:

- Contributions from car and motorbike owners, who pay a fee for registering their vehicle and for roadworthiness tests (there is low enforcement of the latter formality). Until very recently (mid-2019), SOTOPLA-CEVA was in charge of making and fitting the registration plates and of vehicle tests, and sent a portion of its revenue to the central government. This concession has now ended, with the service being taken over by the DTRF.
- Taxes collected from urban taxis by the central government for the grant of licenses, and by local authorities for operating on their territory (approx. 150 FCFA/day in Lomé).
- Les taxes levied on urban taxis and motorbike taxis, respectively 18,000 and 5,000 FCFA / year.

In addition, **the rate of collection of direct and indirect taxes from motorbike taxis and urban taxis is low** as this is a sensitive social issue. The shortfall in professionalization taxes in Lomé, given the presence of nearly 8,500 urban taxis and 17,800 motorbike taxis, is thought to be approximately 778 million FCFA / year:

Type of tax	million FCFA/yr	Assumptions
Fees for urban taxis to operate in an authority's territory	318	200 to 300 days worked / year
Roadworthiness test for motorbike taxis and urban taxis (every years)	158	4,700 FCFA for urban taxis, 2,200 FCFA for motorbike taxis
Vehicle license	60	6,000 FCFA for urban taxis, 500 FCFA for motorbike taxis
Taxes on motorbike taxis and urban taxis	242	18,000 FCFA for urban taxis, 5,000 FCFA for motorbike taxis
Total	778	

Figure 22: Potential tax revenues from paratransit services

Decentralization process didn't reflect in local resources in early 2000's. Thus only 2.3% of public expenditure was effective at local level between 2008 and 2010¹⁷.

¹⁷ Average 2008-2010, source : Peter HOCHET et alii Livre blanc de la décentralisation financière dans l'espace UEMOA, 2014

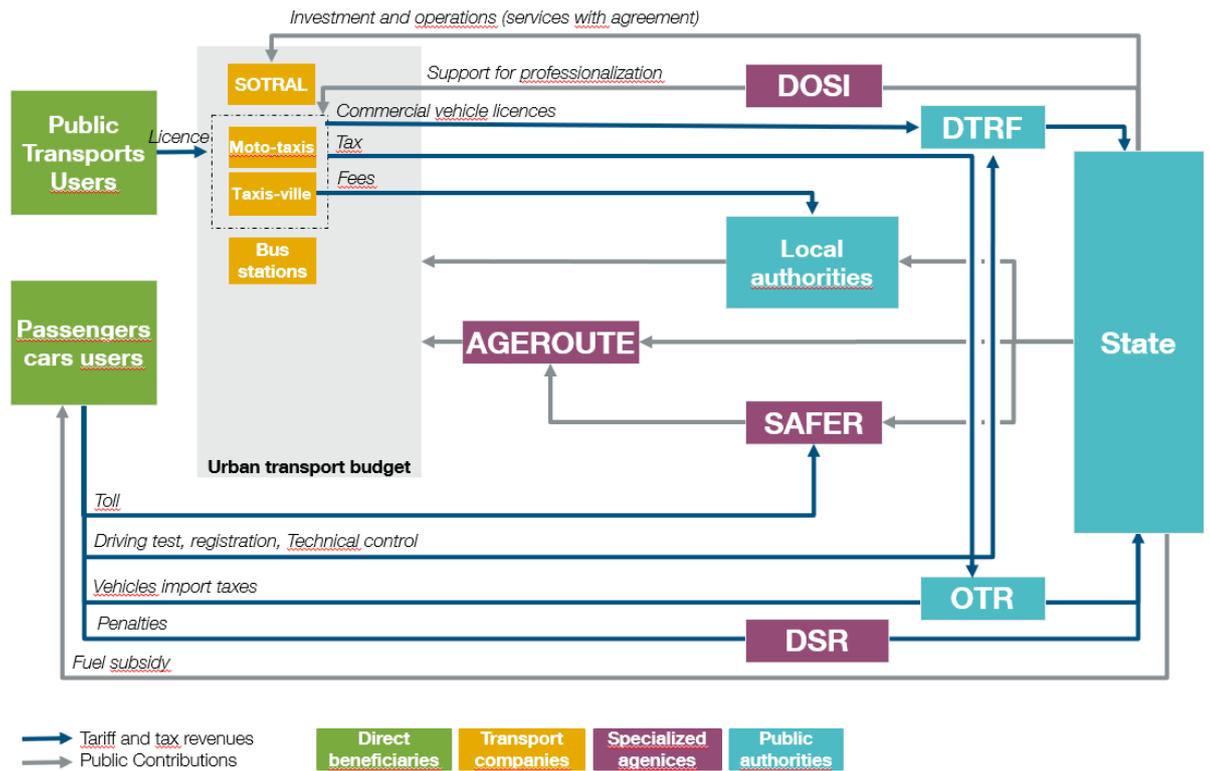


Figure 23: Funding of urban mobility in Togo

Administrative procedures for vehicle ownership and use are partly enforced

The Ministry of Infrastructure and Transport (MIT) enforces the transport policy set by central government. Through the Road and Rail Transport Department (DTRF). It is in charge of (i) issuing vehicle registration certificates; (ii) issuing operating authorizations for commercial passenger-transport vehicles, i.e. vehicle licenses for motorbike taxis and urban taxis (grant of a yellow registration plate); (iii) administering driving tests and awarding licenses; (iv) overseeing vehicle roadworthiness tests. Figure 24 shows all the administrative formalities and taxes related to buying and using a private car.

In practice, some of the administrative procedures related to buying and using vehicles are not enforced. This is particularly the case with driving licenses; renewing vehicle insurance and tests; driving licenses (better enforced in the case of urban taxis); and the collection of taxes by territorial authorities.

The concession contract for making and fitting of registration plates and for roadworthiness tests was awarded by the DTRF to a private operator, SOTOPLA-CEVA. But when the contract ended in June 2019, the registration and plate-fitting operations were taken back by the DTRF, which is now solely in charge of all operations.

Procedures		Light motor vehicles for private and administrative use	Light motor vehicles for commercial use (urban taxis)	Motorized two-wheelers and tricycles for private and administrative use	Motorized two-wheelers and tricycles for commercial use (motorbike taxis)
Driving license	Cost	25,000 + (tax stamp) 500 FCFA		10,000 + (tax stamp) 500 FCFA	
	Validity	5 years (renewable)			
	Managing body	DTRF			
	Beneficiary				
Vehicle insurance	Cost	Varies according to engine's cubic capacity (approx. 160,000 FCFA)		Varies according to engine's cubic capacity (approx. 30,000-40,000 FCFA)	
	Validity	1 year			
	Managing body	Private insurance companies			
	Beneficiary				
Road-worthiness tests	Cost	4,000 FCFA (+ set fee for certificate and sticker: 700 FCFA)		1,500 FCFA (+ set fee for certificate and sticker: 700 FCFA)	
	Validity	1 year	6 months	1 year	6 months
	Managing body	DTRF (previously SOTOPLA-CEVA)			
	Beneficiary	DTRF (previously SOTOPLA-CEVA, per regulations in concession agreement)			
Vehicle registration	Cost	Issuance: 15,000 to 20,000 FCFA* for new vehicle and 25,000 to 35,000 FCFA* for second-hand (+ tax stamp: 500 FCFA). Making and fitting: 14,000 FCFA for making, 300 FCFA for fitting * based on horsepower (above or below 15 HP)		Issuance: 10,000 FCFA (+ tax stamp: 500 FCFA) Making and fitting: 5,000 FCFA for making, 300 FCFA for fitting	
	Validity	(upon purchase of vehicle)			
	Managing body	DTRF (previously SOTOPLA-CEVA, for making and fitting plate)			
	Beneficiary	DTRF (previously SOTOPLA-CEVA per regulations in concession agreement for making and fitting)			
License for entry into service of commercial transport vehicles	Cost	/	5,000 FCFA (+ tax stamp: 1,000 FCFA)	/	License for entry into service of commercial transport vehicles
	Validity	/	1 year	/	1 year
	Managing body	DTRF			
	Beneficiary				
Taxi driver tax	Cost	/	18,000 FCFA	/	Taxi driver tax
	Validity	/	1 year	/	1 year
	Managing body	Togo Revenue Office (OTR)			
	Beneficiary				

Taxi driver fees	Cost	/	For exercising the profession: 150 FCFA / day	/	Taxi driver fees
	Validity	/	Daily	/	none
	Managing body	Municipal council			
	Beneficiary	Municipal council			

Figure 24 – Summary of administrative formalities and taxes payable by vehicle owners¹⁸

<p>Strengths</p> <ul style="list-style-type: none"> Central government strongly committed in recent years to strengthening public transport 	<p>Weaknesses</p> <ul style="list-style-type: none"> Financial collection by SOTRAL is not optimized, due to a service that is becoming more inefficient The informal sector is poorly regulated, resulting in a high proportion of undeclared drivers who pay no taxes Inadequate funding for road maintenance Territorial authorities have inadequate resources No resources are directed to urban mobility
<p>Opportunities</p> <ul style="list-style-type: none"> A regulatory system that provides for paratransit service taxes: must be implemented A National Development Plan that offers possibilities to fund transport The concept of the inter-municipal authority and of the Autonomous District of Greater Lomé, which opens up prospects in terms of allocating funds 	<p>Threats</p> <ul style="list-style-type: none"> Potential barriers to realizing opportunities (social sensitivity in particular) Regulations are complex to enforce because they are too detailed

Figure 25 – SWOT grid of issues related to funding of urban-transport management

2.3 Performance and ridership of public transport

SOTRAL: a public transport company

In Lomé, institutional transport is provided solely by the Lomé Transit Company (SOTRAL). A *société anonyme* (limited company) set up in 2006, it was gradually formed with the creation of an almost wholly public shareholder base in 2007-2008, then entered a phase of experimentation between 2008 and 2012. The system thus only really became operational seven years ago, and has yet to reach cruising speed.

The company is supervised by three authorities:

- the municipality of Lomé, the majority shareholder (58.8% stake; the Mayor is SOTRAL's chairman), which exercises administrative oversight;
- the Ministry of Infrastructure and Transport, which exercises technical oversight;
- the Ministry of the Economy and Finance, which exercises financial oversight.

¹⁸ Sources: interviews and <http://www.service-public.gouv.tg>

These three institutions drew up SOTRAL’s operating rules in a concession agreement. These rules set out the public-service principles that SOTRAL must fulfill (Figure 26).

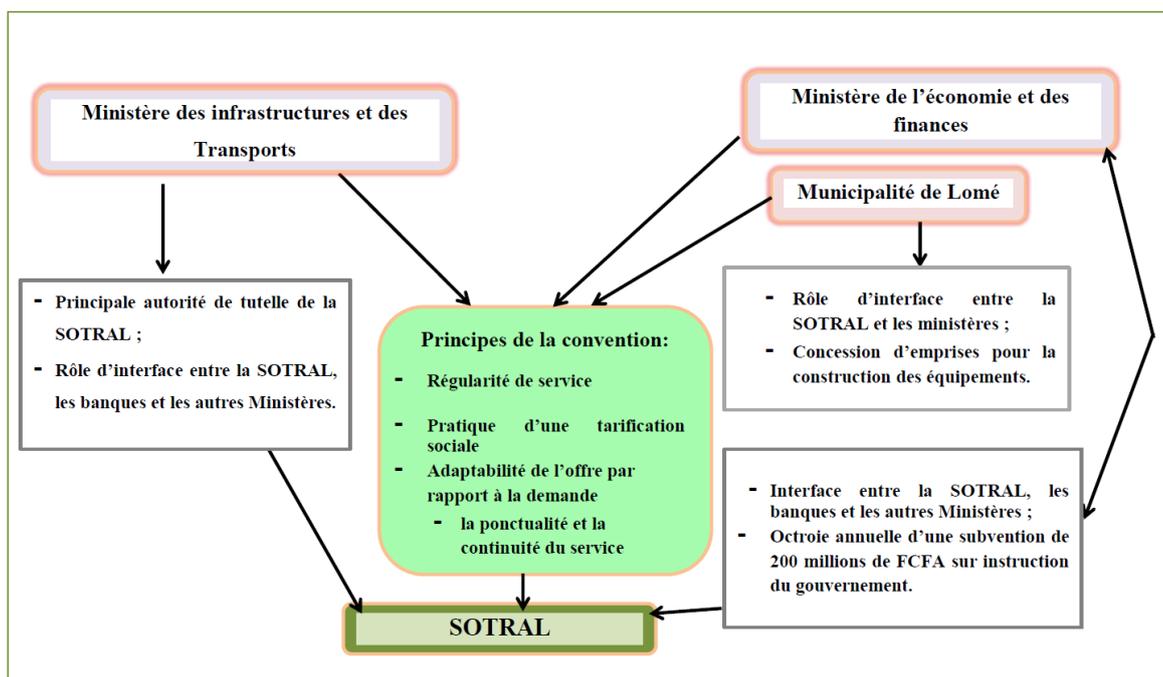


Figure 26: SOTRAL concession agreement¹⁹

In parallel, two other agreements have been signed with other ministries:

- The concession agreement between SOTRAL and the Ministry of Higher Education and Research to transport Lomé University students, which took effect in 2016. The central government requested that SOTRAL provide the student transport previously operated by the Lomé University Welfare Center (COUL). The agreement only covers the seven student lines serving the university, with special fares for students.
- The partnership agreement with the Ministry of Security and Civil Protection, which covers the security aspect. Under its terms, the National Police must keep buses secure (protecting them in the depots); protect bus stops; and manage buses' priority right-of-way at traffic lights. However, only the first point of this agreement is enforced.

A struggling company

- **Unreliable vehicles** made it impossible to maintain the service level of 2015, when SOTRAL had 90 vehicles at its disposal. The low-quality Chamotor vehicles had a very short life (about five years). Donations of second-hand buses enabled SOTRAL to fill the gap in its fleet, but the number of working vehicles fell quickly. The deterioration in service led to a fall in passenger numbers to 7,000 a day, with 15 vehicles running. The number of trips provided by institutional transport in Lomé is actually very limited. In Lomé, four bus trips are operated a day per 1,000 inhabitants, versus 87 in Abidjan. This figure reflects the great weakness of the system, but also the enormous room for improvement.
- **A chronic operating deficit:** because of the wish to keep fares affordable, ticket revenue only covers a small portion of operating costs: about 35%. The company's financial situation is thus heavily dependent on its central-government subsidy, which increased in 2017 and is included in the agreement: 200 million FCFA for the scheduled lines and 300 million FCFA for subsidized student fares.

Vehicle problems aside, the main causes of service-quality deterioration are varied:

¹⁹ Source: Mayimbo, 2019

- **Network and infrastructure related constraints:**
 - poor condition of roads, which damages the buses and affects the level of service;
 - no priority right-of-way for buses and bus lanes, so buses cannot offer competitive journey times, especially compared with motorbike taxis;
 - bus stops are not always sensibly placed and are sometimes hard to find (with various designs);
 - operating conflicts with minibuses and taxis around stops, as there is no provision for these modes and no multimodal hubs;
 - terminuses are under- or undeveloped and there are no park-and-ride facilities.
- **Constraints affecting operation:**
 - a high breakdown rate, causing vehicle downtime;
 - poor working conditions due to a lack of staff, which causes strikes;
 - time wasted by selling tickets on board;
 - asymmetric use due to a high proportion of commuters (buses are full in one direction and empty in the other);
 - considerable time lost due to deadheading, as there is only one depot.
- **Heavy financial constraints:**
 - a low central-government subsidy in the first years of operation;
 - high spare-part costs, as buses are unsuited to conditions;
 - high operating costs due to low commercial speed and a fall in the fare collection rate;
 - high employee costs due to onboard sales;
 - a lack of tax advantages (no exemption from customs duties or fuel taxes);
 - a business tax based on sales, which is applied despite the company making a loss.

The company is therefore now caught in a vicious circle due chiefly to road-system congestion and to its shortage of vehicles. Because of the deterioration in service quality, user numbers are falling, the operating costs are rising fast, and the company is struggling to invest; so users are switching to other modes that are contributing to road-system congestion.

Turnaround already envisaged

There are prospects, at various stages of materialization, to get out of the rut:

- The purchase of vehicles, making it possible to increase service frequency and reduce bus overcrowding:
 - central government allocated one-off funding in 2019 of 500 million FCFA to buy vehicles and spare parts (16 used Man buses have already been acquired);
 - a contract to buy 90 new Belarussian buses is currently being finalized, with delivery due by early 2020. Funded by the central government. This involves spending 1 billion FCFA / year over 9-10 years.
- A new agreement will exempt SOTRAL from certain taxes (custom duties on spare parts, batteries and lubricants; and VAT).
- SOTRAL is looking to set up its own service station, which would greatly reduce the cost of fuel.
- SOTRAL plans to create a new depot to reduce deadheading.
- Studies have been conducted on the possibility of developing the network with three new transversal lines: coastline, circular boulevard, Kara boulevard.

Institutional public transport in secondary cities

In the secondary cities, there is currently no institutional public-transport system, although the main interior cities have inhabited areas of a size suited to public-transport provision. In Kara particularly, there is a big need to connect the city with Pya university campus 15 km to the north. The university has a fleet of five buses that help transport students.

However, the standard of living is a big barrier to developing a bus network:

- the road system is undersized and unsuited to buses, as most urban roads are unsurfaced;
- technical and human resources are inadequate to run a network;
- residents have very low incomes.

<p>Strengths</p> <ul style="list-style-type: none"> ■ The existence of SOTRAL, with a formal institutional framework ■ Well-established provision in Lomé: 18 lines with specific lines for students ■ Attractive and socially-oriented fares, competitive compared to informal modes ■ Inhabited areas with sufficient population for public-transport provision (including reserved-lane public transport for Greater Lomé) <p>Opportunities</p> <ul style="list-style-type: none"> ■ Funding for the vehicle fleet to be renewed ■ Greater Lomé’s upcoming Urban Mobility Plan, which is expected to propose improvement measures ■ The political will to help the city of Kara equip itself with an urban public transport system, based on a study done by SOTRAL 	<p>Weaknesses</p> <ul style="list-style-type: none"> ■ A seriously weakened bus fleet which is unable to deliver proper service (frequency, regularity, reliability) ■ Buses are caught up in Lomé’s congestion as there are no reserved lanes, and roads are in poor condition ■ Only one depot: an operating constraint ■ Underdeveloped bus stops and a lack of information ■ No public-transport system at all in the secondary cities <p>Threats</p> <ul style="list-style-type: none"> ■ Well-established competition from informal transport, and bus transport suffers from a bad image ■ In secondary cities, the road system is unsuited to bus traffic
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Figure 27 - SWOT grid of issues related to public-transport performance

2.4 Private-sector participation in urban-transport management

Paratransit services have a particularly large modal share in Togo, and have proved highly adaptable in responding to the demand for transport where institutional public transport cannot always provide a service. In Greater Lomé, paratransit is thought to handle more than three-quarters of motorized trips.

The private sector's participation in urban transport is also driven by civil society involved with associations. In Togo, these entities are mainly active in road-safety issues.

Urban taxis, more or less regulated, are losing ground

The urban-taxi sector is essentially present in Lomé, where it seems to be relatively under control. In Lomé, there are thought to be nearly 8,500 taxis. They can be recognized by their yellow roof and number plate, and must pay the following charges: (i) issuance of a vehicle license by the DTRF; (ii) a tax of 18,000 FCFA a year; (iii) and a daily fee applied by the municipality of Lomé for operating on its territory. Taxis must also adhere to designated lines and pick-up points in the municipality of Lomé. However, these measures are only marginally respected and the power to plan routes and parking points is not clearly granted to, or exercised by, a central-government institution or the local authorities.

The urban-taxi sector is currently struggling because it is facing competition from motorbike taxis, which are more flexible and have a larger catchment area (which is why urban taxis are tending to stray from their preset routes). However, they play a role that complements the bus network, which cannot meet demand. There are several urban-taxi unions, which have grouped together in USYCORT, which acts as their advocate vis-à-vis the central government.

Motorbike taxis: high numbers, low professionalization

Motorbike taxis, called Oléyia or Zems, are the main mode of motorized transport in Togo. Organizing and regulating this sector is very difficult, in spite of efforts by the central government and civil society. The regulations created to professionalize motorbike taxis provide a clear legislative framework, but are not enforced. These include wearing a blue vest, which is not at all enforced. The professionalization of motorbike taxis is a sensitive social issue, which partly explains the difficulties in enforcing the regulations. Operating a motorbike taxi is a side job for many people and plays an important social role.

The formalities consist of: (i) requesting the grant of a license (free except for the tax stamp) from the DTRF; (ii) paying a tax of 5,000 FCFA a year; (iii) having a driving license; (iv) and presenting one's vehicle for a technical inspection.

Few of these requirements are respected. Less than 2% of motorbike taxi drivers are thought to have a driving license, and few of them undergo any technical inspections after the first one, which is required to obtain a number plate. In addition, vehicles are not generally insured.

Unions have been formed for the profession to manage itself, but they are barely functional and have very few members (nearly 10,000). However, the unions have joined forces in the Taxi Drivers Union Collective of Togo (COSTT), which plays an advocacy role. Discussions with the central government have notably yielded the introduction of support for motorbike-taxi drivers, in particular:

- free highway-code training for drivers.
- a preferential price for driving licenses (5,500 FCFA instead of 12,500 FCFA)
- help with obtaining civil-status documents with a view to obtaining a National Identity Card (a prerequisite for a driving test) with the price of formalities reduced from 10,500 to 3,500 FCFA (project backed by the Informal Sector Organization Department (DOSI);
- introduction of social cover (MUCTAM).

The structuring of the motorbike-taxi sector is now raising important questions about road safety, public health, and traffic, but also about social and economic impacts. This has become a major and complex issue for Togo which should be taken care of gradually.

Other private initiatives are also developing and may open up the prospect of cooperation to professionalize the sector. There is a motorbike-taxi booking platform that operates in Togo and Benin (GoZem); and the platform of a motorbike-hire company (OléTogo) that has a manufacturing plant in Togo supplying all of Africa (the motorbikes are fitted with satnav and a fare-capping meter). The

motorbike hire rate is 2,000 FCFA / day, and OléTogo handles insurance, maintenance, technical inspections, etc.



Figure 28 – New motorbike-taxi operators: Olé Togo (left) and GoZem (right)

Tricycles: a new entrant not covered by legislation

This is a relatively recent mode of urban transport, and not yet included in the organization of urban mobility. But it is growing quickly and raising road-safety problems, which means that it must be taken into account in urban-mobility policy.

Civil society

The associations set up by civil society are now essentially focused on road safety, which is a major concern in Togo. They have united under the FETOSER federation.



Strengths	Weaknesses
<ul style="list-style-type: none"> ■ Service that meets users' needs: flexible, territorial coverage, accessible, journey time, fares ■ Government support to professionalize the paratransit sector 	<ul style="list-style-type: none"> ■ Very high proportion of informality in the motorbike-taxi sector ■ The lack of road safety is a very serious problem due to passengers not wearing helmets, a lack of driver training, and dangerous behavior ■ A lack of sector organization, resulting in a heavy impact on public space
Opportunities	Threats
<ul style="list-style-type: none"> ■ Union collectives that act as advocates vis-à-vis institutions ■ Private initiatives that are tending to professionalize the sector ■ An existing institutional framework ■ Possibility of harmonized management of motorbike taxis in UEMOA countries 	<ul style="list-style-type: none"> ■ The social dimension must be considered when restructuring the sector ■ A risk of unregulated motorbike-taxi operations to satisfy growing demand ■ The recent arrival of tricycles is causing safety problems and must therefore be regulated

Figure 29 - SWOT grid of issues related to private-sector participation in urban-transport management

2.5 Multimodal planning and the functioning of city centers

Urban planning

The national objective was to produce an urban master plan for all municipalities with more than 5,000 inhabitants (25 such municipalities already have one, a proportion of 27.5%). The Greater Lomé Master Plan was completed in 2015... but has yet to be approved. It proposes creating four or five new hubs, with a greater mix of uses. Its implementation is already under way: administrative entities are starting to move to Lomé II. The next stage is the production of Detailed Urban Plans which are not yet funded (there are plans for a round table of international donors to obtain contributions). The main objective is to control public space, which is a big concern, especially in Lomé and the interior cities.

The procedure for issuing building permits is controlled by city authorities but is often driven by the MUHCV. In practice, structures are often built before authorizations are obtained. This results in illegal occupation of public space, whether for retail or housing (informal or otherwise).

A first-ever Urban Planning Code is being drafted. A Land Code has only recently been passed by the Assembly.

Mobility planning

In Lomé, an Urban Mobility Plan is in the pipeline. A project committee has been established and has already met several times. A Steering Committee has recently been proposed. It brings together mobility actors and better integrates transversal themes. It has the merit of including central-government entities, local authorities, and transport operators: several ministries (MIT, MUHCV, Ministry of Security and Civil Protection, Ministry of Development and Cooperation Planning, Ministry of Higher Education and Research), the municipalities of Greater Lomé, the Gulf prefecture, the African School of Architecture and Urbanism (EAMAU), and operators and unions (SOTRAL, COSTT, USYCORT).

The launch now depends on it being funded. Togo's central government has allocated 30 million FCFA and hopes to obtain seven times that amount through the MobiliseYourCity program, of which Lomé is a member. For the interior cities, there are no mobility plans or projects to produce one.

Multimodal organization of public space

- **The road system is of very mixed quality.** In Lomé, some arterial roads are well developed, but asphalt roads are less common the further you move away from the city center. This results in lower capacity and congestion problems. The issue is more acute in the interior cities, where only the arterial roads are surfaced. Since roads are currently the only space for mobility, the greater the quality, the more they will be able to carry collective-transport vehicles. Conversely, unsurfaced roads encourage travel by motorbike.
- **Active modes are given little consideration.** Some roads in Lomé are developed for pedestrians, and some of these have marked crossings and pedestrian-regulation lights (which are not always respected). Concrete curbstones are used to demarcate pedestrian spaces; they are a low-cost tool to be maximized. Nonetheless, more consideration should be given to active modes – starting with walking, which accounts for most trips. As for bicycles, their potential should not be underestimated. The idea is therefore to give active modes a central role in mobility, rather than restricting them to residual spaces. Routes could be made safer and easier to use if they are integrated in a multimodal transport system.
- **Parking management is an unused tool.** Parking is totally unmanaged in space or time. Vehicles park where they can, which is generally in spaces for pedestrians. Because of the rise in motorization, congestion due to parked vehicles is starting to pose a problem, especially around Lomé’s big market, where there are plans to create a car park. This topic deserves attention: to control vehicle parking and enhance public space; and, for financial reasons, as parking is one of the few ways to generate direct revenue.
- **Traffic lights:** compared to cities in neighboring countries, Lomé has well-maintained traffic lights. But their operation is not wholly aligned with their objectives. At many crossroads, traffic is controlled by police using hand signals, as the traffic-light timings are unsuitable. In addition, the lights are not configured to give buses priority. Traffic lighting tools exist and are operational but are not fully exploited.

Intermodal management

Given the modes that circulate in Togolese cities, the potential intermodal hubs are:

- **Bus stations:** these are the terminuses for minibuses and taxis of interurban and urban lines. They fall under the authority of prefectures in their territory, or otherwise of the Lomé municipality. Although the Gulf prefecture has plans to rebuild Agbalépédogan bus station, the municipality of Lomé does not undertake such projects. In Kara, of the three main stations, the central station in south Kara has been under construction for more than two years with central-government funding; but works are currently paused;

Motorbike-taxi stations: there are 135 recognized stations in Lomé, but practically no shelters (three were built in 2010 by the French Cooperation Mission). The municipal councils provide land for shelters, but do not pay for their construction. The need to promote intermodal hubs is shared by the mobility actors, and notably motorbike-taxi feeder hubs on public-transport lines;

- **Park-and-ride facilities for private vehicles (cars and motorbikes) on public-transport lines:** there are none at present.



Figure 30 – Agbalépédogan bus station, a disorganized space that acts as a terminus for interurban minibuses and urban taxis



Figure 31 – A disorganized motorbike-taxi station on Mono Boulevard in Lomé

Fare integration

The highly fragmented line-up of urban-transport operators does not currently allow fare integration, especially as motorbike-taxi drivers (which provide most public trips) negotiate fares. This does not promote intermodality: a user who takes a motorbike taxi to travel to a bus stop must pay for a motorbike ride and then a bus ticket.

Strengths	Weaknesses
<ul style="list-style-type: none"> ■ An Urban Master Plan, recently finalized ■ A road system that is relatively well developed around arterial routes 	<ul style="list-style-type: none"> ■ A lack of enforcement of urban-planning rules ■ A lack of parking organization, with an impact on public space ■ A lack of organization of intermodal hubs, and the associated emergence of informal bus stations ■ Multiplicity of actors does not facilitate intermodality ■ No interface between the various mobility actors, resulting in misalignment of planning and needs ■ Low consideration of pedestrians/cyclists
Opportunities	Threats
<ul style="list-style-type: none"> ■ The project for an Urban Mobility Plan ■ A potential role for paratransit services outside of high-traffic routes ■ Development of Lomé 2 under way 	<ul style="list-style-type: none"> ■ The risk that the Urban Master Plan will never be officially approved ■ The road system is inadequately maintained ■ The launch of the Urban Mobility Plan has not yet been approved

Figure 32 - SWOT grid of issues related to multimodal planning

2.6 Transversal themes

2.6.1 Environment and quality of life

The issue of the environment tends to be overshadowed by the issue of accessibility, if only because the externalities are deferred (wasting time is immediate, but the effect on health is only observed several years later). However, it has been shown that present pollution is a real public-health issue. In Togo, like in most African cities, the motorization rate is low, but pollution levels are very high because of ageing vehicles and the high proportion of motorbikes. Togo does not yet have air pollution measures but recently undertook the implementation of an air quality monitoring program in collaboration with the National Agency for Environmental Management (ANGE) and the World Health Organization (WHO).

Together with the rapid growth in motorization (nearly 10% annually in recent years), the issue of pollution control must be put center-stage – with vehicle renewal being the first focus for action. A law has been passed to limit the age of imported vehicles (eight years for heavy vehicles and 10 years for private vehicles). A decree issued by the Council of Ministers is waiting to be signed.

Another concern is fuel quality (contraband still accounts for a significant share of fuel, although less than in Benin, for example) and vehicle type. The development of collective transport would make it possible to drastically reduce the number of vehicles in circulation.

2.6.2 Road safety

Road safety is another critical issue in Togo, although this is not necessarily reflected in the national data. The number of deaths related to road accidents is not known, as people who die in hospital in the days after an accident are not recorded. The most recent figures are 592 deaths and 7,951 injured in 2018²⁰ on Togo's roads (including urban and interurban).

²⁰ source : Ministry of Security and Civil Protection (MSPC) (provisional 2018 data)

Above all, pedestrians and motorized two-wheelers are particularly vulnerable, and are the biggest group of road casualties. In recent years, tougher checks have prompted drivers to start wearing helmets; but very few passengers wear them. On this point, the professionalization of motorbike taxis is changing things for the better (GoZem vehicles are equipped with a passenger helmet, and Olé Togo's soon will be).

Mention should also be made of tricycles, which are developing as a replacement for luggage taxis and are very unsafe. The dilapidated and overloaded vehicles, the level of road wear, and disregard for traffic laws also increase the number of casualties.

2.6.3 Social equity

Motorbike taxis are currently the most flexible and common mode of transport. But they are not the most economical, and people with the lowest incomes cannot afford to make long trips. By contrast, SOTRAL's buses offer very attractive fares, but the low level of service doesn't allow them to compete with the other transport modes. With a median income in Togo of about 900 FCFA a day, the price of a SOTRAL ticket (about 200 FCFA) represents more than 20% of a day's pay.

Social inequalities are likely to be reflected in access to transport, this including vulnerable people and gender inequality. The issues on social inequalities regarding mobility cannot be assessed yet given the limited data available on mobility in general. On the gender issue however, it should be noted that the poverty rate is higher among households headed by a woman (57.5%) than among those headed by a man (55%), which necessarily impacts the transport budget.

3. Summary

In conclusion, the mobility situation is still under control for now. In Lomé, SOTRAL's buses provide several thousand trips a day at a price everyone can afford. But almost everywhere, shared taxis and especially motorbike taxis provide reasonably-priced services with a high level of flexibility. Mobility is therefore available to the greatest number, especially with the spread of private motorbikes and cars.

However, a threefold phenomenon is in progress:

- growing urbanization, which each year generates more urban mobility needs in Lomé;
- the extension of urban areas towards the north, north-west and east, ever further from the main activity hubs (education, jobs, shops, etc.) and therefore requiring longer trips;
- the potential growth in motorization: though currently very low in the car segment, it could increase heavily, driven by the country's economic development.

Motorized mobility could therefore rise steeply in the coming years. If not controlled, it could generate significant effects:

- on road-system congestion, which is already problematic at peak times and could worsen by extending through the day, paralyzing networks and thus causing deterioration in:
 - mobility of goods (economic issue), especially if road flows to/from Lomé port cannot be ensured in acceptable conditions;
 - mobility of people (economic and social issue), if daily trip times no longer enable residents in the capital to reach jobs (unfeasibly long journeys);
- on the environment and health:
 - rising air pollution (the air is already hard to breathe at times): its short- and long-term consequences on health, especially in fragile populations and children, must not be underestimated;
 - an associated rise in the number of road accidents, which is already at a worrying level.

The main objectives flowing from this assessment can be briefly identified:

- control distances travelled through rationalized urban organization;
- prioritize larger-capacity vehicles for public transport;
- organize public space so that all forms of mobility can cohabit harmoniously;
- regulate and support urban development and mobility tools and ensure that actions are complementary and consistent.

Several actions geared to these objectives are already being deployed (development of Lomé II in alignment with the Urban Master Plan; strengthening of SOTRAL's capacity through investment by the central government, enabling the purchase of new buses; the project to create the Autonomous District as part of the decentralization process, etc.). Urban-mobility policy must, of course, integrate these actions in order to make coherent proposals.

Appendix – Note on the estimation of the fleet of vehicles in circulation in Greater Lomé

There is no monitoring tool or sufficient data to allow a reliable estimate of the fleet of vehicles in circulation in Togo. An estimation is however suggested below, based on the following elements:

- Estimation of the modal split of motorized modes, from a study by Louis Berger-DECO (2012). These have been estimated on the basis of road counts:
 - motorbike taxis : 32%
 - shared taxis : 18%
 - Minibus : 1%
 - private car : 22%
 - private motorbike : 20%
 - Sotral bus : 1%
 - Others : 6%
- Survey data on paratransit services from a Governance Support Program in the Transport Sector in West Africa (PAGST) (concerning paratransit services in Togo). These surveys seem to have mainly covered drivers for whose it is the main activity. As a result, the estimates do not include a significant portion of paratransit services because the latter relies heavily on the informal sector.
- Hypothesis on the number of daily trips per inhabitant, based on values measured in several West African countries: 3 trips / day / inhabitant and 1.3 motorized trips / day / inhabitant.

Hence the following estimation should be considered with all the necessary precautions given the lack of data and the uncertainties on their reliability.

Data	Estimation	Sources
Population in Greater Lomé	1,635,000 inhabitants (2015)	UN Habitat (www.unhabitat.org)
Part of population over 10 years	70%	/
Population over 10 years	1,144,500 habitants	/
Number of trips made daily by inhabitants over 10 years in Greater Lomé	3,433,500 trips / day	Assumption: 3 trips / day / inhabitant over 10 years
Number of motorized trips made daily by inhabitants over 10 years in Greater Lomé	1,487,800 motorized trips / day	Assumption: 1.3 motorized trips / day / inhabitant over 10 years
Walking and cycling share	1,945,700 trips / day	Assumption: 1.7 non-motorized trips / day / inhabitant over 10 years
SOTRAL share	7,000 trips / day	Data on SOTRAL use
Motorbike taxis share	476'110 trips / day	Modal share on motorized transports: 32% (data from Louis Berger-DECO (2012))
	17'800 vehicles	26.75 passengers per day (data from PAGST on paratransit services (2019))
Shared taxis share	267,810 trips / day	Modal share on motorized transports: 18% (data from Louis Berger-DECO (2012))
	8,500 vehicles	31.5 passengers per day (data from PAGST on paratransit services (2019))
Private motorbike share	297,570 trips / day	Modal share on motorized transports: 20% (data from Louis Berger-DECO (2012))
	76,300 vehicles	Assumption: 1.3 persons / motorbike and 3 trips / jour
Private cars share	327,300 trips / day	Modal share on motorized transports: 22% (data from Louis Berger-DECO (2012))
	54'500 vehicles	Assumption: 2 persons / motorbike and 3 trips / jour
Others	104,150 trips / day	Modal share on motorized transports: 7% (data from Louis Berger-DECO (2012))

Based on these estimations, there would be nearly 94,000 motorcycles in Togo, of which nearly 19% would be motorbike taxis and 63,000 cars, of which 13% would be shared taxis. Concerning taxis, it would mainly concern drivers for whose it is their main activity (public mainly affected by surveys). Meaning that an important part of the activity is not approached since paratransit is strongly relayed by the informal sector.

It is interesting to cross these data with the results of the Third Demographic and Health Survey in Togo 2013-2014, carried out by the Ministry of Planning, Development and Spatial Planning (MPDAT), the Ministry of Health (MS) and ICF International (2015). Indeed, this survey states properties owned by households in urban areas:

- 7.6 % of urban households own one or more cars or trucks, which would be equivalent to a fleet of nearly 28,600 cars in Greater Lomé. It is to be noted that these estimations do not include company cars, meaning that they are probably largely underestimated.
- 36,3% of urban households own motorbike, which would be equivalent to a fleet of nearly 147,100 motorbikes in Greater Lomé.

Appendix 2 – Interpretation grid for the governance matrix

Sector		Urban Planning	Transport public				Public spaces								
			Institutional collective transport (train, metro, bus, boats, etc)	Bus stations (or bus terminals)	Paratransit		Taxis (shared taxis, mototaxis and three-wheelers)	Road infrastructure and road network	Traffic management	Parking	Non-motorized modes				
					Professionalized	Non professionalized (minibus, shared taxis)					Walking	Cycling			
Strategical level <i>What strategies? With which resources?</i>	Policy and planning	Definition of a general Urban Development Master Plan	Corridor-based or network-based project definition		Bus station (or bus terminals) planning		Network and bus stops definition		Road network infrastructure Master Plan (or similar) definition	Traffic management strategy definition (traffic plan, traffic calming, traffic lights regulation strategy, etc.)	Parking strategy definition	Non-motorized modes policy and related infrastructure plan			
	Funding	Urban project financing	Capital investment and eventual operational deficit financing		Infrastructure financing		Recapitalization or renewal program		Infrastructure and facilities financing						
Tactical level <i>What services ought to be developed? How to go about it?</i>	Regulation	Urban planning regulatory framework	Public transport services supervision and regulation					Builders' standards definition	Highway (or road) code regulatory framework definition and enforcement by responsible entity						
	Licensing, permits and contracting	Drivers' permit	Authority - operator contracting		Operational licensing					Parking operators contracting					
	Fare system		Fare policy for users	Fare policy for operators		Fare policy for users		Tolls			On-the-road or off-road parking fare setting mechanisms				
	Infrastructure, Equipment	Urban networks' infrastructures besides transport infrastructures	Infrastructure project management and vehicle and facility ownership	Project management and infrastructure ownership		Infrastructure project management (bus stops, ranks, etc.)		Road infrastructure general management	Project management for traffic lights facilities and infrastructures		Project management for parking infrastructure construction and/or for parking meters		Project management for sidewalks	Project management for bicycle paths	
Operational level <i>How to produce services efficiently?</i>	Operations / Maintenance		Vehicle and infrastructure operations and maintenance		Bus stations (or bus terminals) management, if by a private company or a union		Vehicle operations and maintenance		Maintenance	Traffic lights and road signage maintenance		Operations and maintenance of on-the-road or off-road parking		Cleaning and maintenance of non-motorized modes infrastructures	

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