

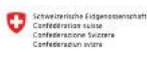


FINAL REPORT

# Policies for Sustainable Accessibility and Mobility in Urban Areas of Togo

March 2020

An international partnership supported by:



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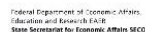
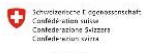
# Policies for Sustainable Accessibility and Mobility in Urban Areas of Togo





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An international partnership supported by:



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## Table of contents

Page

|  |    |
|--|----|
| Introduction .....   | 11 |
| 1. Policy letter .....   | 12 |
| 1.1 A need to act quickly .....  | 12 |
| 1.2 A vision enshrined in the national strategy .....  | 13 |
| 1.3 A suitable framework of intervention for an integrated approach.....   | 13 |
| 2. Urban-mobility strategy.....  | 15 |
| 2.1 Organize urban mobility governance (Enable) .....  | 15 |
| Strategic line N°1 : Secure resources earmarked for urban mobility .....   | 15 |
| Strategic line N°2 : Organize institutions to guarantee multimodal management of<br>urban mobility and the linkage between urban planning and transport .....          | 16 |
| Strategic line N°3 : Develop the skills to guarantee adequate human resources .....  | 16 |
| 2.2 Rationalize urban land use (Avoid).....  | 16 |
| Strategic line N°4 : Manage land use to rebalance territorial dynamics .....   | 17 |
| Strategic line N°5 : Formulate a multimodal strategy that addresses and<br>anticipates mobility issues while ensuring that urban planning is linked to transport ..... | 17 |
| 2.3 Develop an efficient multimodal transport system (Shift).....  | 17 |
| Strategic line N°6 : Strengthen SOTRAL’s network on busy routes in Greater Lomé<br>and develop collective transport in the main secondary cities .....                 | 18 |
| Strategic line N°7 : Regulate non-contracted transport modes and<br>define their operating area .....  | 18 |
| Strategic line N°8 : Improve connections between SOTRAL’s network and<br>non-contracted transport by organizing the stations in Greater Lomé.....                      | 19 |
| 2.4 Reduce energy consumption, air pollution and road accidents (Improve).....   | 19 |
| Strategic line N°9 : Promote alternative modes by improving their integration<br>in public space.....  | 19 |
| Strategic line N°10 : Extend the lifespan of existing transport infrastructure.....  | 20 |
| Strategic line N°11 : Minimize mobility’s negative effects on the environment,<br>public health and socio-economic vitality .....                                      | 20 |
| 2.5 Set targets.....   | 20 |
| 3. Action plan.....  | 23 |
| 3.1 Territory-specific orientations of the action plan .....   | 23 |
| 3.1.1 Actions at national scale: define the framework and tools for<br>managing urban mobility .....   | 23 |

|       |  |    |
|-------|--|----|
| 3.1.2 | Actions for Greater Lomé.....              | 23 |
| 3.1.3 | Actions for the main secondary cities..... | 24 |
| 3.2   | Detailed action plan.....                  | 25 |

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## Acronyms

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

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

## Introduction

Urban transport and mobility form one of the pillars of the Africa 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."**<sup>1</sup> 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: firstly, in eight countries in 2018, then in four program-member countries in 2019. 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.**

With this in mind, the present **final report** contains:

- a **policy letter on urban mobility for Togo** highlighting the context, objectives, ambitions and the orientations for achieving them;
- the **urban mobility strategy** per the four categories of the EASI concept;
- **action plans** at national scale, for Greater Lomé and for the secondary cities.

This report is based on the **recommendations** formulated in the **assessment report on urban mobility in Togo**. These recommendations were finalized following the **National Urban Mobility Forum** held in Lomé on November 5-6, 2019, which provided the opportunity to present a preliminary version.

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<sup>1</sup> 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/SSATPWP106-Urban%20Mobility\\_IO.pdf](https://www.ssatp.org/sites/ssatp/files/publications/SSATPWP106-Urban%20Mobility_IO.pdf)

# 1. Policy letter

## 1.1 A need to act quickly

Togo has seen rapid demographic growth coupled with the increasing urbanization of its population. Between 2015 and 2030, the population living in urban areas is expected to double. According to demographic projections, Togolese cities will have to accommodate an extra 3 million people. A third of these new urban dwellers will live in Greater Lomé but two-thirds will be born in, or migrate to, the country's other towns.

The primary goal of developing sustainable cities in Togo is to ensure that urban residents have the infrastructure, services and jobs for a good quality of life. Conditions of urban mobility are central to this challenge. The national urban mobility policy presented here aims to secure the resources required to best meet people's mobility needs, by optimizing the use of public funding and reducing dependency on fossil-fuel powered individual transport modes.

In recent years, motorized two-wheelers have risen in modal share for everyday travel in Togolese cities. In the absence of reliable alternative services, motorbikes give their owners and motorbike-taxi passengers high accessibility for a modest cost. More than 500,000 motorbikes are operating on the country's roads, and the number of registrations has grown yearly, reaching 43,000 in 2018. Nationally, more than a third of households have one. Motorized two-wheelers are also used as taxis. In Lomé there are more than 17,000 motorbike taxis, providing roughly 500,000 daily trips (a 13% modal share). In Lomé, 22% of daily trips are made on motorbikes used privately or as taxis, representing more than half of motorized trips.

In addition, car imports have risen strongly over 10 years. Some 15,600 vehicles were imported in 2018, nearly triple the number 10 years earlier. Although the country's vehicle fleet is still small (about 140,000), wealthier households are acquiring motorized vehicles, thus increasing traffic in urban areas. These vehicles are joining urban taxis, which retain a role in everyday transport.

In recent years, the ease of access made possible by this growing number of vehicles has caused urban areas to expand, increasing travel distances to the main economic hubs, which are concentrated in central urban areas (jobs, shops, education, etc.). This dynamic has generated higher travel costs, which can be particularly problematic for low-income households.

In Lomé, 57% of trips are currently made on foot, sometimes over long distances. A two-speed city is thus developing, reducing access to jobs for poorer people living on the outskirts of town. Enhancing the bus network would at least enable provision of more affordable services, but the fleet is currently far too small to satisfy the needs of people who do not own a vehicle. The service perimeter is too limited and only a few thousand city dwellers, students in particular, can travel by bus day-to-day at an affordable price.

Furthermore, although a special effort has been made to develop the capital's road system in recent years, traffic is very lightly regulated, and rush-hour congestion is becoming a problem. If the vehicle-ownership trend of the past 10 years continues, congestion in Lomé will likely intensify throughout the day and spread, paralyzing the road network. The country's other cities are also starting to have daily traffic jams.

This will have negative consequences for the mobility of people and goods. Longer journey times would penalize logistics activity in the capital and reduce its appeal as a business center. Uncontrolled motor-vehicle use in the capital is thus incompatible with the objective of the national development plan (NDP) to create "a logistics hub of excellence and a first-rate business center in the sub-region."

Furthermore, individual motorized transport is:

- The biggest source of CO2 emissions. Transport produces 75% of the country's emissions, with a large and growing share generated by daily personal trips by motorbike and car;
- The biggest contributor to air pollution in the capital, which has a very high impact on people's health, according to recent international studies;
- One of the biggest causes of death in the country, particularly among young people. In 2018, nearly 6,000 accidents were recorded and killed nearly 600 people. These numbers have been rising for the past few years.

In addition, the growth of urban mobility using individual modes is affecting the country's trade balance due to the value of imported vehicles and fuels, especially when oil prices are high on the international market.

## 1.2 A vision enshrined in the national strategy

The national urban mobility policy 2030 (PNMU 2030) must help stem the tide of this trend, thus ensuring that jobs, access to markets and public services and public services (healthcare, education, etc.) are readily available to the greatest number. The policy must provide the base for developing efficient urban transport systems, offering reasonably priced mobility, while also establishing a funding model that central government can sustain. It must reduce the transport sector's share in imports and maintain a high number of jobs, while integrating them into the formal economy. Lastly, it must limit health and environmental impacts, and help reduce the number of deaths cause by daily travel.

The PNMU 2030 is in line with the overarching framework of the National Development Plan 2018-2022, which aims to make Togo a mid-income country economically by 2030; and, in social and democratic terms, solid, stable, inclusive and open to the world. The urban mobility policy thus fits into the general long-term objectives set by the NDP, helping to reduce poverty, boost economic growth, protect the environment and fight climate change.

The objectives of the PNMU 2030 are also an operational response to Togo's recent international commitments on sustainable development, starting with the Agenda 2030, which sets 17 sustainable development goals (SDGs), and the Paris Agreement on the Climate, for which Togo has pledged, via its intended national determined contribution (INDC), a 20% cut in its fossil-fuel consumption by 2030<sup>2</sup>.

## 1.3 A suitable framework of intervention for an integrated approach

Urban mobility must be addressed as a whole, with a multimodal approach, so that mobility and urban planning are organized coherently; the various modes can complement rather than compete with each other; and transport infrastructure is implemented in a suitable way, serving all forms of mobility.

To build a transversal vision, an inter-ministerial committee will be set up. Reporting to the prime minister, it will comprise the ministries whose domains can benefit the present PNMU 2030. The committee will be responsible for the proper execution of this policy, which is designed to transform everyday travel.

Appropriate governance will be put in place to steer the topic of mobility across all its components, through a territorial approach. The recent decentralization laws <sup>3</sup>must enable easier management of mobility at the metropolitan scale in the country's main cities by distributing responsibilities between the municipalities and the central government, to best satisfy residents' needs. In Lomé, the Autonomous District of Greater Lomé (DAGL) must address the issue of urban mobility as one of the core themes of its action to improve residents' living conditions and create an environment conducive to economic growth. The main secondary cities (Kara, Sokodé, Kpalimé, Dapaong, Atakpamé and Tsévié) will also need to establish an appropriate institutional model. Lastly, the PNMU 2030 must also quickly provide the necessary resources to the institutions steering the urban mobility policy so that they may take action.

At the scale of these metropolitan areas, there must be an emphasis on linking urban planning and transport planning to prevent urban sprawl in the country's cities as well as longer journey distances. This will include policies aimed at efficient land use, and the development of transport systems aligned with current and future needs.

Transport systems will need to be redesigned with a multimodal vision, with the aim of facilitating mobility for all. At present, users' choice of modes is strictly correlated with their standard of living, and so modes are associated with social categories. There must be a shift to a new paradigm with a territorial rationale and greater synergy between transport modes.

<sup>2</sup> The intended national determined contribution (INDC), within the scope of the United Nations Framework Convention on Climate Change (UNFCCC), stipulates that this reduction will be achieved "by improving the road system, promoting the use of public transport, reducing the average age of imported vehicles (to 5-7 years) and promoting active modes of transport (bicycles, walking, bike paths)."

<sup>3</sup> Laws of May 08, 2019 and of June 26, 2019.

The public transport network must upscale considerably to meet the needs of people in Greater Lomé. The objective, which will be set out in the Urban Mobility Plan, must be to increase the share of trips made by bus in the capital from 1% to 10%, within 10 years. The bus network must become the backbone of Lomé’s public transport service, thanks primarily to reserved lanes. The country’s other main cities must also provide services. Paratransit (urban and motorbike taxis) will be modernized and operated in a complementary fit with the bus network.

Active modes (walking and cycling) will benefit from greater attention in new infrastructure projects, chiefly by the systematic addition of sidewalks and pedestrian crossings to asphalt roads. As alternatives develop, motorbikes and cars will be regulated, notably through traffic policies that prioritize collective transport and a fee-based parking system that will raise the cost of individual motorized modes where an alternative exists.

Lastly, this PNMU 2030 must encourage the renewal of the country’s vehicle fleet towards less-polluting and lower-consumption motorbikes and cars. It is imperative to institute a vehicle-selection policy within the country’s customs regulations to reduce imports of large-engine cars and even vehicles that will eventually be banned from European cities, and encourage the purchase of vehicles that are more fuel-efficient.

## 2. Urban-mobility strategy

The urban-mobility strategy is based on the four components of the EASI concept.

### 2.1 Organize urban mobility governance (Enable)

To implement the present urban mobility strategy, Togo must equip itself with an effective governance system that is able to anticipate needs, guide action, and manage and develop urban transport systems in an integrated way. This consists of establishing a solid institutional base that has long-term financial resources and suitable human resources.

The first step is to clarify the distribution of responsibilities for urban mobility planning and management between the various tiers and institutional entities (ministries, national agencies, municipalities). The rollout of decentralization is a tremendous opportunity to clarify the roles of the various institutions by giving powers to the appropriate territorial level and introducing mechanisms for coordination among public stakeholders.

Institutional restructuring to serve an urban mobility policy must optimize the use of financial resources, while defining a budget specifically allocated to urban mobility in Togo. The restructuring must also allow better regulation of informal activities in the sector, which could represent a substantial source of revenue for the authorities, particularly for urban municipalities who generally lack the resources to properly exercise their responsibilities.

The idea is thus to establish clear decision-making processes and specific tools so that urban mobility can be addressed as one topic. These tools consist of specific financial resources, specialized institutional entities and appropriate human resources.

#### **Strategic line N°1 : Secure resources earmarked for urban mobility**

To secure resources for urban mobility, it is necessary to properly collect the taxes associated with everyday mobility, reserve a portion for managing it, and supplement this portion, as needed, with funding from the central-government budget. At the same time, resources must be devoted to urban mobility investment and operational spending.

To begin with, existing taxes on vehicle imports and ownership must be adjusted to help achieve the objectives of the national strategy presented here, particularly to influence vehicle purchases and usages and thus reduce externalities such as pollution and energy consumption, and promote road safety and certain transport modes. These taxes must be linked to the vehicle's pollution level, engine size, age, use (private or professional), etc. The central government's current fuel subsidy must be gradually eliminated, while taking care to control the impact on the cost of transport and basic goods.

The taxes on transport professionals in urban areas (for operating urban taxis in an authority's area, technical inspections of motorbike taxis and urban taxis, vehicle licenses, taxes on motorbike taxis and urban taxis) must cover all relevant modes and particularly tricycles, which have recently appeared in Lomé. Creating a license for drivers, as well as the vehicle license, should be considered. Collection of these tax revenues must be improved to achieve an acceptable collection rate.

At a later stage, other types of taxes (primarily indirect ones) could be explored. The opportunity to introduce charges on businesses (linked to payroll,<sup>4</sup> for example) should be studied to ensure a good level of revenue without weakening economic actors or generating informal activity. The funding of urban mobility could draw on existing tax mechanisms, with their revenue being redirected. For example, a portion of the household residence tax could be allocated to urban mobility.

Finally, these resources must go to specific budget items, to ensure solid long-term funding of urban mobility. Two specific items have been identified: (i) SAFER for investment in infrastructure – with responsibility extended to include urban areas, which implies greater resources – and (ii) metropolitan institutions for the planning and management of urban transport services.

---

<sup>4</sup> Like the Transport Tax in France

## **Strategic line N°2 : Organize institutions to guarantee multimodal management of urban mobility and the linkage between urban planning and transport**

At the central government level, an inter-ministerial committee for urban mobility must be set up. Reporting to the Prime Minister, its role will be to implement the urban mobility policy through a transversal vision. It will comprise representatives from (i) the Ministry of Infrastructure and Transport (MIT), (ii) the Ministry of Urban Affairs, Urban Planning, Housing and Public Health (MVUHSP), (iii) the Ministry of Territorial Administration, Decentralization and Local Authorities (MATDCL), (iv) the Ministry of Development Planning and Cooperation (MPDC) and (v) the Ministry of the Economy and Finance (MEF).

More vertically, project committees will also be set up. These will involve the local or operational entities (Autonomous District of Greater Lomé (DAGL)), inter-municipal authorities, SOTRAL, SAFER, etc.) to take account of their specific projects and concerns in the framework of the central government's major projects.

Responsibility for multimodal planning (covering all transport modes), regulating and organizing public transport services (contracted or not), managing intermodal hubs, and designing and implementing a traffic strategy (traffic plan and traffic light strategy) will be given to the DAGL in the capital, and to the inter-municipal authorities in the six main secondary cities identified. These authorities must therefore set up an urban mobility department with the technical skills to exercise their responsibilities.

## **Strategic line N°3 : Develop the skills to guarantee adequate human resources**

The Urban Mobility Authorities must have competent staff to roll out the national strategy in their territory and the local actions flowing from it. Setting up urban mobility departments within the DAGL and the inter-municipal authorities requires the provision of qualified human resources.

The objective, in collaboration with the Ministry of Higher Education and Research (MESR), is therefore to build on initial training and develop continuing vocational education pathways with support from training institutes in Togo (Lomé and Kara Universities, Togo Municipalities Union (UCT), which will be able to support continuing education) and internationally (African School of Architecture and Urbanism (EAMAU), which runs a Master's on Transport and Mobility in African Cities, CODATU, etc.). The UCT could play an important role in sharing knowledge and experience among municipalities, especially secondary cities which may have similar challenges. The salaries of the inter-municipal authorities' technicians must reflect their professional skillsets.

## **2.2 Rationalize urban land use (Avoid)**

Togo must minimize the need for personal motorized trips by appropriately planning and managing land use and transport. The national urban mobility strategy must be able to reverse the current trend of urbanization, which is creating urban sprawl, lengthening journey distances, and generating more trips in personal motorized vehicles. Spatial planning must, in fact, anticipate the organization of daily mobility flows and foster access to urban areas by active modes and collective transport. This model, which aims to cut the number of personal motorized trips, also reduces the urbanization of arable land, the cost of building and maintaining road infrastructure and other systems (water, sewerage, electricity, etc.), the consumption of imported fuel, etc.

Greater Lomé's geographic and administrative constraints have further exacerbated this problem in recent years. Urbanization has extended to the east and north – between the coast, the border with Ghana and the RN1 road – whereas the economic hubs have become concentrated along the coast to the south, on the urban fringes. This pattern is therefore creating ever-longer journey distances and more commuting. Togo's main secondary cities are also seeing urban sprawl, albeit on a smaller scale, with a generally imbalanced distribution of economic hubs across their area.

Through close collaboration within the inter-ministerial committee, the objective will be to formulate a territorial development strategy to counter this trend and its negative effects in the mid and long terms. Planning documents must set out guidelines for territorial development actors with regard to transport and urban planning, including mandatory aspects. In parallel, all operational tools for the local implementation of these policy directions must be provided.



#### **Strategic line N°4 : Manage land use to rebalance territorial dynamics**

Land-use management is directly related to defining transport needs, being the tangible reflection of how a city is organized and developed. To ensure the implementation of its territorial development strategy, Togo must therefore provide the relevant stakeholders with urban planning documents to guide the local transposition, and with operational tools (enactment documents and resources).

The Togolese government has already kicked off an ambitious policy to deploy Urban Master Plans for all towns and cities with more than 5,000 inhabitants. To date, nearly a quarter have been produced. The Urban Master Plans of the main secondary cities need to be created or updated – particularly those for Atakpamé, Sokodé and Dapaong – in line with the principles of a compact and relatively dense city with a highly integrated mix of economic, administrative, leisure and residential activities. The Greater Lomé Urban Master Plan was drawn up in 2015 and is currently being revised; the national assembly is then expected to approve it.

The MVUHSP recently drew up the Urban Planning Code, which needs to be supplemented by enactment decrees allowing the planning documents to be activated. In some cases, the Urban Master Plan must be supplemented by a Detailed Urban Plan.

The MATDCL must ensure that municipal councils have the capability to prepare urban planning documents, and guarantee the financial resources enabling municipal departments to exercise their responsibilities. In particular, these resources must cover the monitoring of building permit procedures, and remedial measures to be enforced if the law is broken. Such measures may require awareness-raising to facilitate their acceptance by the general public.

#### **Strategic line N°5 : Formulate a multimodal strategy that addresses and anticipates mobility issues while ensuring that urban planning is linked to transport**

Urban mobility planning must be managed at the metropolitan scale, covering all transport modes, as part of a cross-cutting approach that meshes with urban planning documents.

The Urban Mobility Plans produced by Urban Mobility Authorities must deliver this strategic goal. Greater Lomé is the first concerned, as a draft Urban Mobility Plan already exists, and a project committee has been set up (the DAGL will ultimately replace it).

At a later stage, producing Urban Mobility Plans for the country's main secondary cities, steered by the inter-municipal authorities, must serve to organize mobility around the bus networks currently under consideration and bring up the bicycle development policy. In smaller cities, Urban Mobility Plans could be more modestly funded, the primary aim being to formulate a strategy for local mobility in the next 10-15 years.

To facilitate production of the Urban Mobility Plans, it is important to define, at the national scale, methodologies for collecting data on traffic, the use of transport services, mobility habits, vehicles in use, etc. This will ensure data consistency between cities, year after year. The MIT's Urban Mobility Observatory will centralize the data and monitor the measurements, chiefly as part of the Urban Mobility Plans. The observatory will also be involved in interactions between ministries on transversal themes (collecting data on air pollution from the Ministry of the Environment, Sustainable Development and Nature Protection (MEDDPN), on accidents from the Ministry of Security and Civil Protection (MSPC), etc.).

### **2.3 Develop an efficient multimodal transport system (Shift)**

As households are increasingly using private vehicles – mostly two-wheelers – to move around, the national urban mobility strategy aims to maintain or grow the share of public transport and active modes (walking and cycling) in a push to improve the quality of travel.

One objective is to encourage non-motorized transport modes by integrating them in the public space in a secure, prioritized way (this topic is covered in chapter 2.4 Improve). Another objective is to make public transport more attractive by prioritizing higher-capacity vehicles and improving how contracted transport links with non-contracted transport.

Walking is currently the predominant travel mode in Togo, despite there being few facilities in public space and the resulting safety problems. Public transport is dominated by paratransit (non-contracted) transport, which has proved highly adaptable in meeting demand. Institutional (contracted) public transport, represented by SOTRAL in Lomé, has chronic difficulties that need to be overcome quickly.

### **Strategic line N°6 : Strengthen SOTRAL’s network on busy routes in Greater Lomé and develop collective transport in the main secondary cities**

In Greater Lomé, the idea is to give the contracted collective transport managed by SOTRAL a central role in urban mobility. To achieve this, it is necessary to durably bolster the public operator’s material and financial resources by adapting it to the network’s future needs, by (i) increasing the fleet, (ii) creating depots, and (iii) linking subsidies to SOTRAL to a performance indicator. This will depend primarily on funding from the MEF (with possible support from international donors).

However, to ensure that the public transport system performs well and is attractive, this measure should be coupled with the creation of bus facilities which the Urban Mobility Authority would be tasked with planning on certain major routes in Greater Lomé. If SOTRAL could benefit from dedicated lanes and right-of-way at crossroads, it would be able to offer more services with the same number of vehicles, and thus improve its operating results by collecting more fare revenue.

Lastly, since SOTRAL currently has a poor public image, it is important to improve customer relations. This could include communication campaigns, increasing the number of proper bus stops and introducing traveler-information and ticketing systems.

For secondary cities where the only public transport is currently motorbike taxis, the idea is to consider deploying bus networks. Kara, which already has a university bus service, could engage in such a project by calling on SOTRAL’s capability. This first experiment would serve as a feasibility study for other cities.

### **Strategic line N°7 : Regulate non-contracted transport modes and define their operating area**

Non-contracted transport is highly flexible, able to serve all districts of Lomé and the interior cities, including earth roads and outskirts, for affordable fares. It thus meets the mobility needs of many users, for whom the alternatives are inadequate. It also carries socio-economic weight for the professionalized or paratransit drivers who make a living from this work.

Non-contracted transport, which now predominates in Togolese cities, must be integrated into the national mobility strategy. The idea is to regulate it, thus giving it a role in an efficient multimodal organization that reduces competition between contracted and non-contracted modes; better controls its negative externalities, primarily regarding safety, and better collects the related taxes.

Professionalization of the sector would help achieve this goal by specifying each mode’s operating area. To begin with, the regulations will be extended to include tricycles, which have recently appeared in Greater Lomé. Then, regulations on road safety and the professionalization of non-contracted transport will be enforced, including:

- regulations on professionalization: registration of drivers with the Business Formalities Center (CFE) and the Road and Rail Transport Department (DTRF), identification of drivers and their operating area, and raising drivers’ awareness of road-safety and road-sharing issues;
- regulations on road safety – and particularly the inter-ministerial order of January 4, 1996: mandatory driving license for drivers and vehicle technical inspections, and the obligation for passengers to wear a helmet or seat belt, etc.

A formal framework for consultation between the central government and the taxi drivers' representatives (i.e. the unions) will be put in place to reach agreement on the application of these regulations and on the introduction of incentives to help gain acceptance by drivers and unions. Ideas include fighting informal practices, limiting the number of licenses issued, making it easier to obtain driving licenses and (especially) civil documents, facilitating access to insurance and supplementary health coverage, creating stations with driver facilities, and helping drivers adopt digital technologies.

This program would be coupled with more stringent checks and better collection of taxes and other charges to ensure the effectiveness of the measures mentioned above and to benefit from the sector's economic contribution.

### **Strategic line N°8 : Improve connections between SOTRAL's network and non-contracted transport by organizing the stations in Greater Lomé**

Complementarity between non-contracted transport and institutional transport must be organized in public space to foster the integration of these respective services for users' benefit. Urban taxi and motorbike taxi stations must evolve to promote efficiency and control their impact on public space, while improving the interface with bus transport to boost the latter. Creating stations aligns with the goal to reinforce oversight of non-contracted transport and may help gain acceptance for a spatial reorganization of modes.

Stations for non-contracted transport, with connections to SOTRAL's network, could be deployed in several stages: (i) draw up a map of existing motorbike taxis and urban taxi stations and choose locations for new ones; (ii) prioritize stations in need of formalization, then propose and install enhancements (shelters, signage); (iii) create better-organized intermodal hubs at the main feeder points along bus lines (covered waiting areas, built platforms, passenger information, amenities for professionals, motorbike parking area, etc.).

## **2.4 Reduce energy consumption, air pollution and road accidents (Improve)**

This national urban mobility strategy aims to make transport modes more efficient and safer, while minimizing their environmental footprint, and increasing the efficiency and lifespan of systems and infrastructure.

In recent years, a special effort has been made to develop the arterial road network in Greater Lomé. However, not all road users have been taken into account. Although some recent roads have sidewalks and regulated pedestrian crossings, many are not designed with pedestrian safety in mind. In addition, the country struggles to maintain and refurbish its road infrastructure, resulting in rapid deterioration.

The national strategy must promote alternative modes by giving them greater consideration in public space and embed transport development into a rationale of sustainability by ensuring the efficiency of transport systems and the long life of infrastructure, and systematically integrating the concept of public health.

### **Strategic line N°9 : Promote alternative modes by improving their integration in public space**

The organization of public space must enable transport modes and uses to cohabit smoothly. This requires standardizing the integration of alternative modes in public space, both before and after infrastructure is built.

A Public Space Charter will be produced to set out best practices and provide references on creating facilities and integrating the various road uses. The cohabitation of traffic flows and retail activities deserves special emphasis.

The stakeholders in charge of building, refurbishing and maintaining infrastructure must therefore refer to the strategic orientations in the planning documents (insertion of bus lanes and stops, cycling lanes, etc.) and the operational orientations proposed in this charter.

To reduce accident rates, care will be given to creating and securing pedestrian and cyclist routes. Dangerous crossroads on arterial routes will be prioritized.

Cycling will also be encouraged by a cycling master plan. This plan will first identify the facilities to be created along arterial roads when there is enough space, then on other major roads in Lomé and secondary metropolitan areas. These facilities will need to be enhanced by support services such as parking, communication and awareness-raising campaigns. There appears to be high potential for developing bicycle use in Lomé, but this mode is even better suited to the main secondary cities, where incomes are lower, and traffic is less congested.

In Greater Lomé, bus facilities should also be created on some major routes to increase performance, which would make the mode more attractive to users and improve SOTRAL's operations and financial stability.

### **Strategic line N°10 : Extend the lifespan of existing transport infrastructure**

To ensure the durability of the road system, the MIT must bolster maintenance and refurbishment processes. It should categorize roads in urban areas so as to clarify the responsibilities of the various institutions for building, maintaining and refurbishing roads. The MIT will be in charge of the primary system, and the municipalities, of the secondary system (with inter-municipal pooling of resources a possibility). Financial resources must be provided to ensure these responsibilities are exercised.

In parallel, specific studies must define the use of transport-control tools. A Greater Lomé traffic and parking plan will lead to a traffic light strategy and a road parking policy. Some secondary cities, which have traffic lights at some crossroads (Tsévié, Atakpamé, Sokodé, Kara), could also explore how to optimize the use of public space and prevent traffic jams.

### **Strategic line N°11 : Minimize mobility's negative effects on the environment, public health and socio-economic vitality**

The urban mobility strategy must help reduce negative externalities (pollution, road accidents and socio-economic impacts) through measures such as setting stringent criteria for vehicles imported to Togo, based on their environmental impact and/or road-safety issues).

Specific packages of measures could address issues of road safety, socio-economic impact, and air and noise pollution:

- For the development of urban-transport infrastructure and services, this involves systematically conducting impact studies to measure the risks of negative externalities and undertake remedial measures as needed.
- The MEDDPN could introduce active monitoring of air and noise pollution, primarily in Lomé. The data could also be conveyed to an Urban Mobility Observatory and serve to assess the efficiency of measures provided for in planning documents.
- Regarding road safety, the guidelines set out in the study “Formulation of national policy and definition of the strategy and promotion program for road safety in Togo”<sup>5</sup> must be monitored through the implementation of an action plan. This plan has four themes: road safety, vehicle safety, road user safety, and accident-casualty first aid and care.

## **2.5 Set targets**

To clarify ambitions, mid-term targets (to be met by 2030) could be announced. Stating numbers helps steer efforts in the right direction, with measures inspired by the action plan described in chapter 3.

The targets could also act as indicators for tracking the implementation of the urban-mobility strategy.

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<sup>5</sup> « Formulation de politique nationale et de définition de stratégie et de programme de promotion de la sécurité routière au Togo » Ministry of Infrastructure and Transport / World Bank – SSATP / SITRASS / LAET – April 2019

The targets are proposed below. They should be adjusted or clarified according to the new data available and to the degree of ambition.

| Pillar  | Indicator  | 2030 target   |
|---|--|---|
| <b>Improve the use and performance of public transport</b>                            | Total length of bus lanes in Greater Lomé  | <b>Bus lanes make up 10 to 20% of network</b> (approx. 30-60km of bus lanes)  |
|   | SOTRAL vehicle fleet growth in Greater Lomé network  | <b>Fleet of 200 buses</b>   |
|   | Service kilometers of the bus network in secondary cities chosen by SOTRAL (Kara, Sokodé, Atakpamé, Kpalimé, Tsévié)   | <b>Daily service kilometers: 0.40 to 0.45 km / 1,000 inhabitants</b>  |
|   | Acquisition of buses to deploy a network in secondary cities chosen by SOTRAL (Kara, Sokodé, Atakpamé, Kpalimé, Tsévié) (acquisition linked to service kilometers) | <b>Acquisition of at least 35 buses</b> (based on a constant-population estimate): <ul style="list-style-type: none"> <li>• Kara: 9 buses</li> <li>• Sokodé: 10 buses</li> <li>• Atakpamé: 6 buses</li> <li>• Kpalimé: 6 buses</li> <li>• Tsévié: 5 buses</li> </ul>  |
|   | Creation of urban transport stations in Greater Lomé and main secondary cities   | Number of intermodal hubs created: <i>To be added</i><br>Number of non-contracted transport stations created: <i>To be added</i>  |
| <b>Promote private sector’s effective participation in urban transport management</b> | Professionalization rate of taxi drivers in Greater Lomé and main secondary cities   | <b>100% of taxi drivers licensed</b>  |
|   | Number of taxi licenses issued per year in Greater Lomé and main secondary cities  | <b>Quota for number of taxi licenses issued per city</b><br><i>To be added: The number of licenses should be set according to the number of taxis necessary for inhabitants’ daily trips which could not be provided by the contracted transport system. This will require a prior count of current vehicles.</i> |
| <b>Improve multimodal planning and operation of city centers</b>                      | Produce Urban Master Plans for Greater Lomé and main secondary cities  | <b>Existence of Urban Master Plans under 10 years old</b> (or revised less than 10 years ago)   |
|   | Total length of cycling lanes in Greater Lomé and main secondary cities  | <b>100% of urban primary network equipped with cycling lanes</b>  |
|   | Total length of sidewalks in Greater Lomé and main secondary cities  | <b>100% of urban primary network with sidewalks</b>   |
|   | Total length of asphalt roads in Greater Lomé and main secondary cities  | <b>100% of urban primary network with an asphalt surface</b>  |

|  |   |  |
|--|---|--|
|  | <p>Level of urban road service</p>  | <p><b>Meet the maintenance needs of current urban system</b> assessed in the document “Study of road maintenance in WAEMU countries: review of past 50 years and outlook” (provisional report by West African Development Bank, revised in August 2015):</p> <ul style="list-style-type: none"> <li>• <b>Structural reinforcement</b> (full resurfacing of a surfaced road): <b>~300km of road (estimated cost: 91.140 billion FCFA)</b></li> <li>• <b>Curative maintenance</b> (localized repairs): <b>~130 km of roads (estimated cost: 4,557 billion FCFA)</b></li> </ul> |
|  | <p>Modal mix in Greater Lomé</p>  | <p><b>Modal-mix trends:</b></p> <ul style="list-style-type: none"> <li>• Walking: stable</li> <li>• Cycling: rising</li> <li>• Contracted transport (SOTRAL): rising</li> <li>• Taxis: falling</li> <li>• Motorbike taxis: falling</li> <li>• Personal vehicles: likely rise, to be controlled as best possible until level stabilizes</li> </ul> <p><i>To be added:</i> per assessment of current modal shares</p>  |
| <p><b>Strengthen the institutional framework of urban transport management</b></p> | <p>Number of Urban Mobility Authorities created with allocation of dedicated resources (funding and creation of services)</p> | <p><b>Create in Greater Lomé and six main secondary cities (7 authorities)</b></p>   |

## 3. Action plan

### 3.1 Territory-specific orientations of the action plan

#### 3.1.1 Actions at national scale: define the framework and tools for managing urban mobility

By placing urban mobility planning and management at the metropolitan scale, the strategy developed in the present policy draws heavily on the decentralization process under way.

In this context, the national actions steered by the central government will chiefly consist of implementing the national framework and the tools that authorities need in order to deploy the policy locally. These actions must therefore be carried well in advance, and as soon as possible.

The timetable for implementing the present policy must fit into the decentralization timetable. The local entities are currently being set up. Once created, they must immediately be organized to take charge of their new responsibilities.

At the national scale, the action plan must therefore be deployed in accordance with several items, to define the framework and provide all necessary instruments:

- **By defining a clear governance framework:** the current priority is to clarify the local authorities' role and help them to become operational. This also presupposes coordination with central government departments;
- **By providing long-term financial resources:** this topic is key to ensuring that the institutional bodies work properly, that transport services and infrastructure function and are maintained, and that there is investment dedicated to urban mobility development;
- **By recruiting suitable human resources:** the training of staff in charge of urban mobility must be organized at the national scale. Although decentralization partly involves a reorganization of central government departments and of local authorities, new managerial staff must be recruited to enable local deployment and ensure high-quality interactions with central government departments;
- **By confirming the regulatory framework:** Togo's existing regulatory framework must be adapted in several respects. Monitoring its enforcement countrywide will require the greatest effort. It will be necessary to deploy inspection units with the power to issue sanctions, particularly in municipal police forces;
- **By providing technical tools** that guide the authorities and ensure harmonized management at the territorial scale, for easier interactions with and supervision by the central government: urban planning code, public spaces charter, categorization of roads, indicators and measurements monitored by observatories, etc.

#### 3.1.2 Actions for Greater Lomé

Greater Lomé has its own action plan, which must be implemented with oversight by the DAGL's Urban Mobility Department, using the nationally deployed tools described above. This action plan could be structured with three operational themes, which could advance in parallel to allow application over different timescales.

- **Create the Urban Mobility Department and make it operational.** This department will be given specific resources, as it must take over several key urban mobility responsibilities: multimodal planning, oversight and organization of contracted and non-contracted transport services, management of intermodal hubs, and traffic strategy. The creation of a competent department is therefore a crucial step in implementing the policy.

- **Implement pilot short-term measures.** Pilot actions can be carried out without waiting for planning documents, or even for the DAGL’s Urban Mobility Department to be operational: the Urban Mobility Plan project committee is an effective transversal technical unit. Measures could target “vital” topics, i.e. priorities that the Urban Mobility Plan is unlikely to call into question: building the main taxi stations and intermodal hubs, creating bus lanes on arterial routes that have sufficient space, creating sidewalks and bicycle lanes, deploying SOTRAL’s new vehicles on existing lines to strengthen its offering, accelerating oversight of motorbike taxis based on tools supplied by central government.
- **Launching a planning program.** This must achieve a paradigm shift in Greater Lomé’s modal mix. The specification for the Greater Lomé Urban Mobility Plan is ready, and a project committee has been set up. The objective now is to find funding to produce it. The Plan must be ambitious, defining the long-term role of each transport mode based on a rationale of complementarity, intermodality and alignment with the Urban Master Plan. But it should also be pragmatic, proposing concrete short/mid-term measures. It must yield detailed specific studies on the traffic plan, traffic light strategy, bus network restructuring, and the parking plan.

### 3.1.3 Actions for the main secondary cities

For the main secondary cities (Kara, Sokodé, Kpalimé, Dapaong, Atakpamé and Tsévié), the rollout of the action plans with three operational themes, as in the plan proposed for Greater Lomé, still applies, but with two slightly different features:

- planning tools are generally less refined (the Urban Master Plans of Sokodé, Dapaong and Atakpamé are currently being updated), with big but longer-term challenges: whereas in Greater Lomé the idea is to transform the system to solve current problems; in the secondary cities the initial objective is to anticipate future problems;
- the ability to take short-term action (subject, of course, to having adequate resources) of a more operational nature:
  - on infrastructure: routinely maintaining the road system and particularly the unsurfaced network (reprofiling), creating motorbike taxi stations and bicycle facilities;
  - and on services: developing bus networks, regulating and reorganizing motorbike taxis, etc.



## 3.2 Detailed action plan

The action plan contains about 60 actions, and is based on the Enable / Avoid / Shift / Improve classification of the EASI concept, with the following information:

- **Action (How?):** description of the action
- **Scale (Where?):** scale of action, i.e.
  - National: action at the national scale
  - Greater Lomé and main secondary cities: action at the local scale, equally concerning Greater Lomé and the main secondary cities
  - Greater Lomé: action at the local scale, concerning Greater Lomé
  - Secondary cities: action at the local scale, concerning the six main secondary cities
- **Timeframe (When?):** time concept based on progress of the action
  - Do (short term): actions are ready for kick-off, and can be carried out in the short term
  - Study then Do (mid-term): actions require additional studies, which must be conducted as quickly as possible so that the mid-term action can be carried out
  - Anticipate (long-term): actions concern planning, which must be carried out quickly in order to prepare the territory with respect to a long-term vision
- **Steering (Who?):** entity in charge of steering the action
- **Partner (With whom?):** entity to involve in the action's planning and implementation
- **Impact:** level of impact on urban mobility (from \* = moderate effectiveness to \*\*\*\* = very high effectiveness)
- **Complexity:** level of implementation complexity (from \* = low complexity to \*\*\*\* = high complexity)

The following elements are also indicated:

- **Recommendation:** attaching the action to a recommendation selected at the end of the national workshop
- **Number:** number of the recommendation selected at the end of the national workshop
- **Theme:** theme of the study to which the recommendation was attached (and corresponding to the topic of the workshop in which it was discussed).

| EASI   | Action (How?)   | Scale (Where?) | Timeframe (When?) | Steering (Who?) | Partner (With whom?) | Impact | Complexity | Recommendation   | N° | Theme         |
|--------|---|----------------|-------------------|-----------------|----------------------|--------|------------|--|----|---------------|
| Enable | Create an MIT/MVUHSP/MATDCL/MPDC inter-ministerial committee and organize regular meetings to ensure exchange between projects and identify projects to present to funders.   | National       | Do (short term)   | MATDCL          | MIT, MVUHSP, MPDC    | **     | *          | Nationally, create project committees to improve coordination between mobility stakeholders. | E3 | 1. Governance |
| Enable | Create project committees that bring together the AOMU, SOTRAL, and municipalities/inter-municipal authorities (departments in charge of urban mobility) to conduct MIT projects for the creation/rehabilitation of roads and the creation of transit stops and traffic lights, among other mobility aspects. Establish a validation procedure that participating institutions can use. | National       | Do (short term)   | MIT             | DAGL, SOTRAL, etc.   | **     | *          | Nationally, create project committees to improve coordination between mobility stakeholders. | E3 | 1. Governance |
| Enable | Facilitate the management of collection of vehicle taxes and other charges to ensure that both physical and electronic methods are used (visual inspection of a sticker affixed to windshields, information sharing between institutions through electronic platforms, etc.) and provide the associated control.  | National       | Do (short term)   | MIT             | MSPC                 | ****   | ***        | Identify funding sources and create funding mechanisms for urban mobility.                   | D1 | 2. Funding    |

|        |  |   |                                 |      |  |      |      |  |    |               |
|--------|--|---|---------------------------------|------|--|------|------|--|----|---------------|
| Enable | Identify sources of existing and available funding that comes directly or indirectly from mobility, then adjust them (update and linking to the orientations in the mobility strategy).  | National                                | Explore how to do (medium term) | MEF  | MIT, MVUHSP, MPDC  | ***  | ***  | Identify funding sources and create funding mechanisms for urban mobility.   | D1 | 2. Funding    |
| Enable | Examine the feasibility of establishing new taxes on urban mobility and mobilize funders.  | National                                | Explore how to do (medium term) | MEF  | MIT, MVUHSP, MPDC  | ***  | ***  | Identify funding sources and create funding mechanisms for urban mobility.   | D1 | 2. Funding    |
| Enable | Bolster funding sources for urban mobility and establish bodies responsible for mobilizing and managing them:<br>- DAGL for Greater Lomé and inter-municipal authorities in major secondary cities<br>- SAFER nationally, specifically for urban road maintenance (through extension of its scope of action) | National                                | Explore how to do (medium term) | MEF  | MPDC, MIT  | **** | **** | Identify funding sources and create funding mechanisms for urban mobility.   | D1 | 2. Funding    |
| Enable | Guide the gradual elimination of the fuel subsidy by 2030, making sure to protect low-income groups from increases in the costs of transport and basic goods.  | National                                | Explore how to do (medium term) | MEF  | MIT, MEDDPN  | **** | **** | Identify funding sources and create funding mechanisms for urban mobility.   | D1 | 2. Funding    |
| Enable | Develop and implement continuing education courses to provide training to staff in charge of urban mobility.   | Greater Lomé and major secondary cities | Do (short term)                 | MESR | EAMAU, Lomé and Kara Universities, UCT, CODATU, CNAM, etc. | ***  | **   | In secondary cities, provide local authorities with the administrative bodies responsible for managing urban mobility. | E2 | 1. Governance |

|        |  |                  |                 |                             |                              |      |     |  |    |               |
|--------|--|------------------|-----------------|-----------------------------|------------------------------|------|-----|--|----|---------------|
| Enable | Create an urban mobility department within the DAGL.   | Greater Lomé     | Do (short term) | MATDCL                      | Project committee of the PDU | **** | **  | Create a mobility authority for Greater Lomé fulfilling all duties related to urban mobility.                          | E1 | 1. Governance |
| Enable | Provide the DAGL with a specific budget line in the form of a supplemental budget dedicated to urban mobility.   | Greater Lomé     | Do (short term) | MEF                         | MIT                          | **** | **  | Create a mobility authority for Greater Lomé fulfilling all duties related to urban mobility.                          | E1 | 1. Governance |
| Enable | Add to statutory texts the competencies dedicated to urban mobility in the DAGL:<br>- Urban mobility planning (all transport modes)<br>- Framework and organization of public transport services, contracted or not<br>- Management of intermodal hubs<br>- Traffic strategy (traffic plan and traffic light strategy) | Greater Lomé     | Do (short term) | MATDCL                      |                              | **** | *   | Create a mobility authority for Greater Lomé fulfilling all duties related to urban mobility.                          | E1 | 1. Governance |
| Enable | Create inter-municipal authorities in the main secondary cities and provide them with a decision-making body.  | Secondary cities | Do (short term) | Towns                       | MATDCL                       | **** | *   | In secondary cities, provide local authorities with the administrative bodies responsible for managing urban mobility. | E2 | 1. Governance |
| Enable | Create urban mobility departments within inter-municipal authorities and allocate financial resources.   | Secondary cities | Do (short term) | Inter-municipal authorities | MATDCL                       | **** | *** | In secondary cities, provide local authorities with the administrative bodies responsible                              | E2 | 1. Governance |

|       |  |              |                                 |  |   |     |    |  |    |                        |
|-------|--|--------------|---------------------------------|--|---|-----|----|--|----|------------------------|
|       |  |              |                                 |  |   |     |    | for managing urban mobility.   |    |                        |
| Avoid | Strengthen the ability of municipal councils to prepare urban planning documents by providing the necessary financial and human resources.             | National     | Do (short term)                 | MATDCL   |   | **  | ** | Finalize urban master plans and develop technical, financial and human resources to ensure their implementation. | C2 | 5. Multimodal planning |
| Avoid | Implement enactment decrees for the Urban Planning Code.   | National     | Do (short term)                 | MVUHSP   |   | *** | ** | Finalize urban master plans and develop technical, financial and human resources to ensure their implementation. | C2 | 5. Multimodal planning |
| Avoid | Organize the nationwide collection of data on mobility practices and the vehicle fleet. Determine the body in charge of data processing and provision. | National     | Explore how to do (medium term) | MIT  | MEDDPN, MSPC  | **  | *  | Implement mobility and transport planning documents and ensure their monitoring and assessment.                  | C1 | 5. Multimodal planning |
| Avoid | Implement the Greater Lomé Urban Mobility Plan.  | Greater Lomé | Anticipate (long term)          | DAGL (or PDU Committee, pending its establishment) | MIT, MVUHSP, municipalities, DOSI, unions of non-contracted transport providers | *** | ** | Implement mobility and transport planning documents and ensure their monitoring and assessment.                  | C1 | 5. Multimodal planning |

|       |   |   |                                 |                                      |   |     |    |  |    |                        |
|-------|---|---|---------------------------------|--------------------------------------|---|-----|----|--|----|------------------------|
| Avoid | Implement the Urban Mobility Plans for secondary cities where the deployment of bus networks is planned and the development of cycling is to be initiated : Kara, Sokodé, Kpalimé, Atakpamé, Tsévié.      | Main secondary cities                   | Anticipate (long term)          | Inter-municipal authorities          | MIT, MVUHSP, municipalities, DOSI, unions of non-contracted transport providers | **  | *  | Implement mobility and transport planning documents and ensure their monitoring and assessment.                  | C1 | 5. Multimodal planning |
| Avoid | Create an urban mobility monitoring center to monitor the measures included in the Urban Mobility Plans.  | Greater Lomé and major secondary cities | Do (short term)                 | MIT                                  | MEDDPN, MSPC, MPDC  | **  | *  | Implement mobility and transport planning documents and ensure their monitoring and assessment.                  | C1 | 5. Multimodal planning |
| Avoid | Continue to deploy urban master plans and ensure their approval, giving priority to the main secondary cities that do not yet have them or where documents are out of date: Atakpamé, Sokodé and Dapaong. | Main secondary cities                   | Anticipate (long term)          | Inter-municipal authorities          | MIT, SOTRAL   | **  | *  | Finalize urban master plans and develop technical, financial and human resources to ensure their implementation. | C2 | 5. Multimodal planning |
| Avoid | Use the Urban Master Plans to create Detailed Urban Plans.  | Greater Lomé and major secondary cities | Explore how to do (medium term) | DAGL and inter-municipal authorities |   | *** | ** | Finalize urban master plans and develop technical, financial and human resources to ensure their implementation. | C2 | 5. Multimodal planning |
| Shift | Develop and adopt regulations for motorized tricycles by orienting them toward the transport of goods.  | National                                | Do (short term)                 | DOSI                                 | MIT, unions   | **  | ** | Regulate motorbike taxi and motorized tricycles to advance toward professionalization of practices.              | B1 | 4. Private sector      |

|       |   |   |                 |                                      |  |      |      |   |    |                     |
|-------|---|---|-----------------|--------------------------------------|--|------|------|---|----|---------------------|
| Shift | Enforce road safety regulations:<br>- At minimum, make the following mandatory: helmet and safety belt use, driver’s licenses and technical inspections.<br>- Organize driver awareness campaigns on road safety and road sharing issues. | National                                | Do (short term) | DOSI                                 | MIT, MSPC, unions                        | **** | **** | Regulate motorbike taxi and motorized tricycles to advance toward professionalization of practices.   | B1 | 4. Private sector   |
|       |   | Greater Lomé                            | Do (short term) | DOSI                                 | MIT, MSPC, unions                        | ***  | ***  | Regulate urban taxis to improve their complementarity with the contracted transport system.           | B2 | 4. Private sector   |
| Shift | Identify existing motorbike taxi and urban taxi stations and create new stations.   | Greater Lomé and major secondary cities | Do (short term) | DAGL and inter-municipal authorities | DOSI, paratransit unions, municipalities | ***  | **   | Organize non-contracted transport stations to facilitate passenger connections to the SOTRAL network. | A4 | 3. Public transport |
| Shift | Develop the main stations and main multimodal exchange hubs: shelters, signage, driver amenities.   | Greater Lomé and major secondary cities | Do (short term) | DAGL and inter-municipal authorities | MIT                                      | **** | **   | Organize non-contracted transport stations to facilitate passenger connections to the SOTRAL network. | A4 | 3. Public transport |

|       |  |              |                                   |      |                  |      |      |   |    |                   |
|-------|--|--------------|-----------------------------------|------|------------------|------|------|---|----|-------------------|
| Shift | Enforce regulations for the professionalization of urban taxis, motorbike taxis, and motorized tricycles by systematically registering drivers with the CFE and DTRF (this must result in universal use of safety vests that bear identification numbers corresponding to the operating area for motorbike taxis).   | National     | Medium term:<br>Explore how to do | DOSI | MIT, CFE, unions | **** | **** | Regulate motorbike taxi and motorized tricycles to advance toward professionalization of practices. | B1 | 4. Private sector |
|       |  | Greater Lomé | Medium term:<br>Explore how to do | DOSI | MIT, CFE, unions | ***  | ***  | Regulate urban taxis to improve their complementarity with the contracted transport system.         | B2 | 4. Private sector |
| Shift | <p>Launch a paratransit operator professionalization program to ensure that operators embrace the regulations and encourage them to organize themselves into companies.</p> <p>This program must include incentives, such as making it easy to get driver's licenses and civil documents, facilitating access to insurance and supplemental health coverage, creating paratransit transport stations, providing vocational retraining mechanisms, helping drivers adopt digital technologies, and offering companies support from government authorities (e.g. lease contracts).</p> | National     | Do (short term)                   | DOSI | MIT, ANPE        | **** | **** | Regulate motorbike taxi and motorized tricycles to advance toward professionalization of practices. | B1 | 4. Private sector |
|       |  | Greater Lomé | Do (short term)                   | DOSI | MIT, ANPE        | **** | **** | Regulate urban taxis to improve their complementarity with the contracted transport system.         | B2 | 4. Private sector |



|       |   |              |                                 |        |             |      |      |   |    |                     |
|-------|---|--------------|---------------------------------|--------|-------------|------|------|---|----|---------------------|
| Shift | Create bus lanes on sufficiently wide roads, already identified by SOTRAL, in anticipation of increased traffic.  | Greater Lomé | Do (short term)                 | MIT    | SOTRAL      | **   | *    | In Grand Lomé, install bus facilities on some major roads.  | A2 | 3. Public transport |
| Shift | Review the current rule regarding urban taxi stands to orient them toward intercity and interdistrict routes and improve connections between services not covered by the bus network.         | Greater Lomé | Explore how to do (medium term) | DOSI   | MIT, unions | ***  | **   | Regulate urban taxis to improve their complementarity with the contracted transport system.         | B2 | 4. Private sector   |
| Shift | Establish zoning for motorbike taxis to direct them toward feeder points, providing better service within neighborhoods.  | National     | Explore how to do (medium term) | DOSI   | MIT, unions | **** | **** | Regulate motorbike taxi and motorized tricycles to advance toward professionalization of practices. | B1 | 4. Private sector   |
| Shift | Get support from funders to strengthen the SOTRAL bus fleet beyond the investments already made.  | Greater Lomé | Explore how to do (medium term) | SOTRAL | MIT, MPDC   | **** | **   | Boost SOTRAL's resources  | A1 | 3. Public transport |
| Shift | Create a second bus depot in Lomé to reduce SOTRAL operating costs associated with dead mileage.  | Greater Lomé | Explore how to do (medium term) | SOTRAL | MIT, DAGL   | **   | **   | Boost SOTRAL's resources  | A1 | 3. Public transport |
| Shift | Link SOTRAL subsidies to annual mileage and contractual performance indicators.   | Greater Lomé | Explore how to do (medium term) | MEF    | MIT, DAGL   | ***  | **   | Boost SOTRAL's resources  | A1 | 3. Public transport |
| Shift | Conduct targeted studies of the busiest routes, giving priority to primary roads to provide measures for managing the network's black spots (bus lanes, traffic lights, traffic plans, etc.). | Greater Lomé | Explore how to do (medium term) | DAGL   | SOTRAL      | **** | ***  | In Grand Lomé, install bus facilities on some major roads.  | A2 | 3. Public transport |

|       |  |                  |                                 |        |  |     |    |  |    |                     |
|-------|--|------------------|---------------------------------|--------|--|-----|----|--|----|---------------------|
| Shift | Acquire and deploy a bus priority system that includes traffic lights (electronic detection system and bus recognition by traffic light controllers).                  | Greater Lomé     | Explore how to do (medium term) | SOTRAL | MIT, DAGL                              | *** | ** | In Grand Lomé, install bus facilities on some major roads.   | A2 | 3. Public transport |
| Shift | Create multimodal exchange hubs in coordination with the SOTRAL bus network and network restructuring projects.  | Greater Lomé     | Explore how to do (medium term) | DAGL   | SOTRAL, municipalities                 | *** | ** | Organize paratransit transport stations to facilitate passenger connections to the SOTRAL network. | A4 | 3. Public transport |
| Shift | Implement a passenger information system (coupled with an automatic vehicle location (AVL) system) that can provide real-time information on smartphones and at stops. | Greater Lomé     | Explore how to do (medium term) | SOTRAL | DAGL                                   | **  | ** | Support the public in transitioning to contracted transport.                                       | A5 | 3. Public transport |
| Shift | Launch communication campaigns to improve the image of public transport.   | Greater Lomé     | Explore how to do (medium term) | SOTRAL | DAGL                                   | **  | *  | Support the public in transitioning to contracted transport.                                       | A5 | 3. Public transport |
| Shift | Deploy an urban bus network in Kara on a pilot basis:<br>- Creation of a depot<br>- Development of stops<br>- Organization of an operations unit                       | Secondary cities | Do (short term)                 | MIT    | SOTRAL, Kara inter-municipal authority | *** | ** | Deploy public transport in the main secondary cities, using SOTRAL's competencies.                 | A3 | 3. Public transport |

|         |  |                  |                 |        |                                     |     |     |   |    |                                |
|---------|--|------------------|-----------------|--------|-------------------------------------|-----|-----|---|----|--------------------------------|
| Shift   | Create SOTRAL subsidiaries (with specific names and governance) dedicated to the operation of future networks in Kara, Sokodé, Atakpamé, Kpalimé and Tsévié and organize the takeover of Kara’s university network by SOTRAL/Kara. | Secondary cities | Do (short term) | MIT    | SOTRAL                              | *   | *   | Deploy public transport in the main secondary cities, using SOTRAL’s competencies.  | A3 | 3. Public transport            |
| Shift   | Deploy an urban bus network in Sokodé, Atakpamé, Kpalimé and Tsévié.   | Secondary cities | Do (short term) | MIT    | SOTRAL, inter-municipal authorities | *** | **  | Deploy public transport in the main secondary cities, using SOTRAL’s competencies.  | A3 | 3. Public transport            |
| Improve | Mobilize financial resources dedicated to the maintenance and rehabilitation of the road network and allocate them to relevant institutions.   | National         | Do (short term) | MEF    | SAFER                               | *** | *** | Ensure the sustainability of the road network by improving the road maintenance and rehabilitation process.               | C5 | 5. Multimodal planning         |
| Improve | Train municipal officials to improve the management of public space for parking and merchants.   | National         | Do (short term) | MATDCL | MSPC                                | *** | **  | Standardize the inclusion of alternative modes in public space.   | C3 | 5. Multimodal planning         |
| Improve | Implement the action plan in the road safety study “Formulation of national policy and definition of the strategy and promotion program for road safety in Togo” (Ministry of Infrastructure and Transport/World Bank –            | National         | Do (short term) | MIT    | MSPC                                | *** | *** | Integrate public health protection measures along with the development of infrastructure and services for urban mobility. | E4 | 6. Management of externalities |

|         |  |          |                                 |  |                                 |      |    |   |    |                        |
|---------|--|----------|---------------------------------|--|---------------------------------|------|----|---|----|------------------------|
|         | SSATP/SITRASS/LAET – April 2019).  |          |                                 |  |                                 |      |    |   |    |                        |
| Improve | Draft a public space charter that provides references on creating facilities and takes into account all uses: all traffic modes, stores, parking, sanitation, etc.   | National | Explore how to do (medium term) | MIT  | MCIDSPPCL, SOTRAL, MSPC, MVUHSP | **   | *  | Standardize the inclusion of alternative modes in public space.   | C3 | 5. Multimodal planning |
| Improve | Develop facilities for alternative modes in urban areas:<br>- In the existing road network (recategorization)<br>- In the projected road network, ensuring the consideration of alternative modes before the construction of new infrastructure (consultation of planning documents and the public space charter). | National | Explore how to do (medium term) | Central government and municipalities (depending which is in charge of the road) | MCIDSPPCL, SOTRAL, MSPC, MVUHSP | **** | ** | Standardize the inclusion of alternative modes in public space.   | C3 | 5. Multimodal planning |
| Improve | Establish urban road categorization and distribute institutional maintenance and rehabilitation competencies.  | National | Explore how to do (medium term) | MIT  | MVUHSP                          | ***  | ** | Ensure the sustainability of the road network by improving the road maintenance and rehabilitation process. | C5 | 5. Multimodal planning |

|         |   |   |                                 |                                      |                             |     |    |   |    |                                |
|---------|---|---|---------------------------------|--------------------------------------|-----------------------------|-----|----|---|----|--------------------------------|
| Improve | Facilitate the operational implementation of road maintenance and rehabilitation:<br>- Reactivation and mainstreaming of road maintenance brigades that receive specific funding<br>- Deployment of a rehabilitation program (making sure to link with planning documents). | National                                | Explore how to do (medium term) | MIT                                  |                             | *** | ** | Ensure the sustainability of the road network by improving the road maintenance and rehabilitation process.               | C5 | 5. Multimodal planning         |
| Improve | Conduct impact studies for all urban transport infrastructure and service development projects, integrating socioeconomic, air and noise pollution, and road safety issues.   | National                                | Do (short term)                 | MEDDPN                               | MIT                         | *** | *  | Integrate public health protection measures along with the development of infrastructure and services for urban mobility. | E4 | 6. Management of externalities |
| Improve | Create bicycle lanes and secured bicycle facilities on main roads that have sufficient right-of-way.  | Greater Lomé and major secondary cities | Do (short term)                 | MIT                                  |                             | **  | ** | Integrate cycling facilities and promote cycling, especially in secondary cities.   | C4 | 5. Multimodal planning         |
| Improve | Develop cycling support services:<br>- Deployment of secure parking close to hubs<br>- Development of ancillary services within facilities (showers, lockers, etc.)<br>- Promotion of the bicycle to the public, and road safety awareness campaign                         | Greater Lomé and major secondary cities | Do (short term)                 | DAGL and inter-municipal authorities | Associations                | **  | *  | Integrate cycling facilities and promote cycling, especially in secondary cities.   | C4 | 5. Multimodal planning         |
| Improve | Establish cycling master plans, led by cycling advisers identified in each city, which define the following: bike routes to be developed, prioritization, type of facilities and operational needs.   | Greater Lomé and major secondary cities | Explore how to do (medium term) | MIT                                  | Inter-municipal authorities | **  | *  | Integrate cycling facilities and promote cycling, especially in secondary cities.   | C4 | 5. Multimodal planning         |

|         |  |              |                                 |        |                   |     |     |   |    |                                |
|---------|--|--------------|---------------------------------|--------|-------------------|-----|-----|---|----|--------------------------------|
| Improve | Invest in air pollution measurement equipment, provide the data to the urban mobility monitoring center and offer public communication.  | Greater Lomé | Do (short term)                 | MEDDPN | MIT               | **  | *   | Integrate public health protection measures along with the development of infrastructure and services for urban mobility. | E4 | 6. Management of externalities |
| Improve | Determine a public parking policy for the extended downtown area of Greater Lomé and implement the following: create parking areas and implement their management by municipalities (regulations and control means). | Greater Lomé | Explore how to do (medium term) | Towns  | DAGL, MIT, SOTRAL | **  | **  | Plan parking for downtown Lomé, create and regulate it.   | C7 | 5. Multimodal planning         |
| Improve | Establish a traffic plan for the extended downtown Greater Lomé.   | Greater Lomé | Explore how to do (medium term) | DAGL   | MIT, SOTRAL       | *** | **  | Improve traffic management and establish a regulatory strategy in Lomé to promote better coexistence between modes.       | C6 | 5. Multimodal planning         |
| Improve | Implement a traffic light strategy.  | Greater Lomé | Explore how to do (medium term) | DAGL   | MIT, SOTRAL       | **  | *** | Improve traffic management and establish a regulatory strategy in Lomé to promote better coexistence between modes.       | C6 | 5. Multimodal planning         |