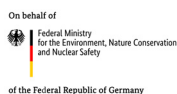




# Reforming Paratransit

A catalogue of practical actions  
for policy-makers and practitioners

## Contributing Partners



## Implementing Partners



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# Executive summary

This document is addressed to decision-makers, practitioners, consultants and policy-makers responsible for paratransit improvement and integration in the urban transport sector to promote inclusive, affordable, balanced, efficient and qualitative mobility systems. It aims to help actors to take into account paratransit in a coherent and integrated approach.

In many cities of the South, paratransit represents an important part of daily mobility - or even the only existing transport offer. Although it is impossible to define the essence of paratransit, several common features can be identified on an international scale: this non-subsidised sector is made up of a large number of private operators who offer a service of general interest. Paratransit is an important source of employment and provides services that are adapted to the characteristics of cities of the South because of their flexibility and adaptability, but they are often accompanied by poor service quality and limited reliability. The difficulty of introducing policies to improve the quality of service and the articulation with the overall transport offer, and the precarious working conditions of the operators justify the will of the public authorities to reform the paratransit offer in order to integrate it into the urban mobility system. However, the introduction of norms and standards cannot be done without first questioning the role and function of paratransit in the local mobility system, and without having precisely identified the actors in the paratransit ecosystem and their respective interests.

The first step is therefore to situate the existing services within the typology of the different forms of paratransit that exist, which include both on-demand services that are not regulated to any great extent and regular and regulated public transport

offers. This typology constitutes the first stage of the diagnosis, a preliminary and indispensable stage before the implementation of sustainable urban mobility policies. Through the diagnosis, it is therefore a question of knowing and understanding the paratransit sector in all its diversity and complexity, in order to be able to define the most suitable and acceptable measures for all the actors. The main aspects of the diagnosis, i.e., the supply, uses, economic model and governance structures of the sector are presented, as well as the types of sources that can be used to collect information, and the necessary analysis tools. One of the main expected results is the identification of the strengths and weaknesses of the paratransit sector, in order to guide the reforms that will allow it to be integrated into the mobility system by building on its strengths and reducing its weaknesses.

From the diagnosis, and once the objectives of the local authorities have been specified, it is possible to identify the levers on which to rely in order to integrate the paratransit offer into a multimodal public transport service. These levers must be identified taking into account the conditions of acceptability of the measures and the needs of the city-dwellers. The catalogue proposes different types of actions useful for integrating paratransit, which concern preparing the reform, drawing up the reform content, and supporting the reform process and its implementation. Each page indicates the necessary prerequisites, the means to be used for implementation, points of attention, the timeframe for implementation, and evaluation criteria. Of course, these actions can be adapted according to the context, and not all of them must necessarily be used. However, the categories of actions are presented according to a logic of progressive stages: certain stages constitute indispensable bases, while other stages can be implemented within the framework of a more accomplished and ambitious reform project.

# Presentation of the objectives and methodology

This document has been prepared for decision-makers, practitioners and consultants responsible for integration policies in the urban transport sector to promote inclusive, affordable, **balanced, efficient and qualitative mobility systems**. It aims to help actors take into account paratransit, based on solid tools and a coherent approach.

The knowledge and actions presented in this document were developed from two co-creation sessions organised by MobiliseYourCity in December 2020 and February 2021 with managers and practitioners from several cities in French-speaking Africa. The aim of these two sessions was not to disseminate and share previously established knowledge, but rather to be part of a **co-creation process**: the aim was to identify together, on the basis of the experiences of the participants, but also of the knowledge previously acquired by the various MobiliseYourCity partners, the actions that can be taken at the local level in this field.

Considering that no coherent policy can be conducted without an excellent knowledge and

understanding of the starting situation, the first session was devoted to the methods and objectives to be taken into account in the **establishment of a diagnosis** on paratransit, in particular (but not exclusively) in the framework of the elaboration of SUMP (Sustainable Urban Mobility Plans). The second webinar presented and discussed a number of pre-identified actions that would be useful for paratransit reform. Based on the participants' feedback and discussions, it was possible to build a **catalogue** of actions that could be considered to contribute to the improved integration of paratransit into the overall mobility system.

# Presentation of the catalogue of actions

In this document, each page presents an action that can be implemented; these 48 actions are grouped according to 15 different categories of actions, themselves grouped into four main phases:

- Preparing the reforms,
- Reforming the paratransit sector,
- Accompanying the reforms,
- Ensuring the implementation of reforms.

A reform of the paratransit sector almost always requires the **negotiation of an agreement** between the government and the paratransit operators, whereby benefits are granted to the operators in exchange for the fulfilment of a number of obligations. A large number of benefits and obligations can be included in the agreement, which can itself take different forms, described in the pages below (regulate, label, authorise, contract). **Establishing a form of “benefits” versus “obligations” agreement** is therefore a central element of any reform of paratransit.

Examples of benefits granted to operators	Examples of obligations imposed on operators
<p><b>Exclusive operating rights</b></p> <ul style="list-style-type: none"> <li>• Operating concessions (by zones, routes)</li> <li>• Exclusive access to bus stations, depots, etc.</li> <li>• Feeder services on BRT lines</li> </ul> <p><b>Financial support</b></p> <ul style="list-style-type: none"> <li>• Direct subsidy</li> <li>• Easier access to finance/loans</li> <li>• Reduction of taxes, licence fees, etc.</li> </ul> <p><b>Other support</b></p> <ul style="list-style-type: none"> <li>• Passenger information, mapping</li> <li>• Operational support system, vehicle tracking</li> <li>• Ticketing system</li> <li>• Support for fleet renewal</li> <li>• Development of terminals, stopping points, reserved lanes, depots, etc.</li> <li>• Training, other technical support</li> <li>• Other</li> </ul>	<ul style="list-style-type: none"> <li>• Obligation to group operators (corporatization)</li> <li>• Minimum standards for vehicles (larger, newer, less polluting, etc.)</li> <li>• Minimum service standards: frequency, range, routes, stops, etc.</li> <li>• Implementing passenger information</li> <li>• Implementing a ticketing system</li> <li>• Fares set by the public authorities</li> <li>• Minimum standards for employment in the sector: salaries, wage standards, social protection, working conditions</li> <li>• Other</li> </ul>

This list of actions do not claim to be exhaustive, and the implementation of a reform of paratransit does not imply that all of these actions must be implemented. They can be **used “à la carte”**, depending on the needs identified in the diagnosis, the objectives set within the framework of a SUMP and the resources available to the authority in charge of the reform of paratransit. The actions can therefore be used in an adaptable and scalable manner, as the integration of paratransit is thought out over the long term.

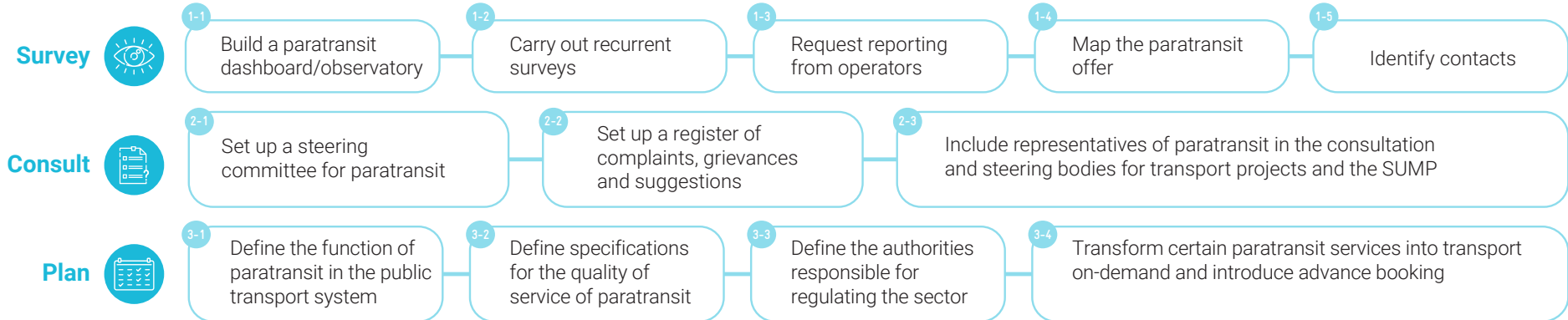
Thus, in each page an action is presented, with the necessary prerequisites, the means to be

used for its implementation, points of attention, the timeframe for implementation and evaluation criteria. Examples are mentioned for each action, in order to refer to existing examples. Of course, these actions are adaptable to different contexts, and not all of them are necessarily adapted to the context or the objectives pursued. However, the categories of actions are presented according to a **logic of progressive stages**: certain stages constitute indispensable bases, while other stages can be implemented within the framework of a more accomplished and ambitious reform project.

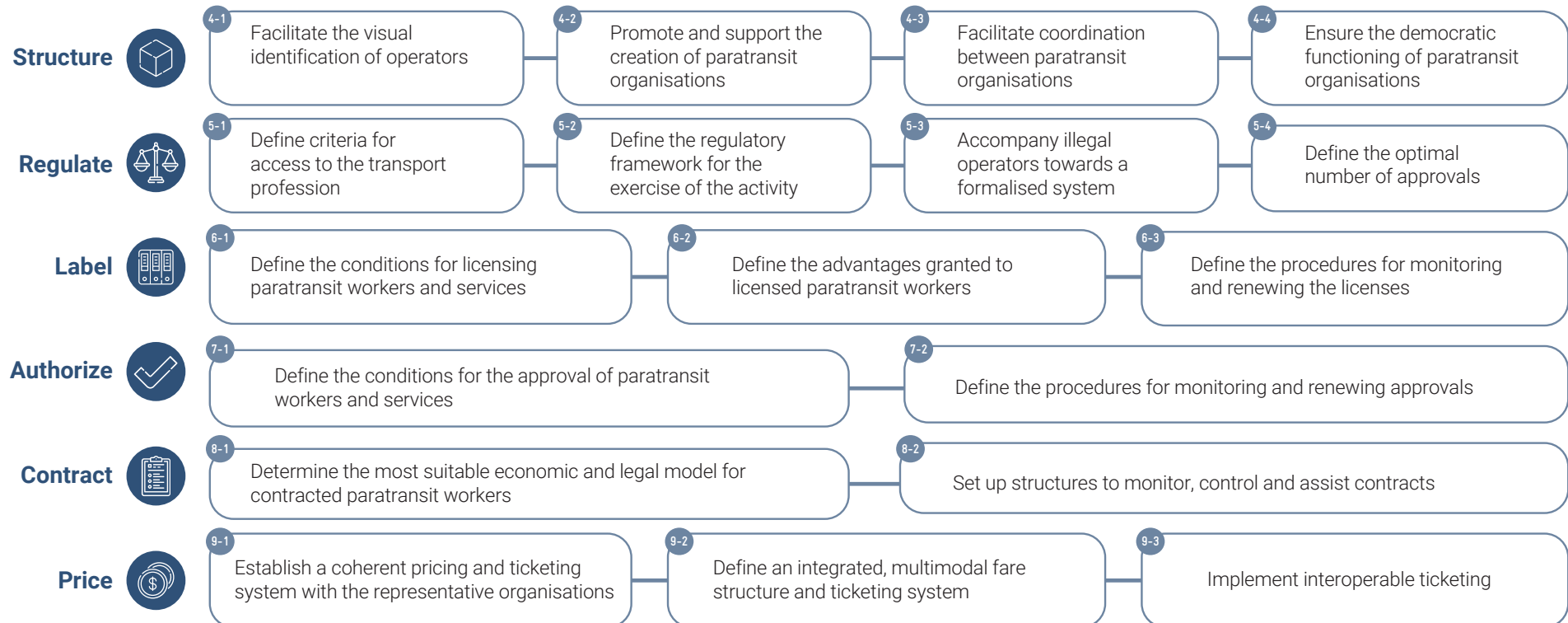


# Overview of the actions

## Preparing the reforms



## Reforming the paratransit sector



## Supporting the reforms

### Professionalise



10-1

Identify training structures

10-2

Set up appropriate training programmes

10-3

Promote the implementation of shared services

10-4

Support the retraining of operators who cannot adapt to the new framework

### Inform



11-1

Implement communication campaigns

11-2

Implement information tools (website, apps)

11-3

Define and monitor operators' obligations in terms of passenger information

11-4

Develop appropriate signage

### Materialise



12-1

Formalise and delimit the concentration points and if necessary traffic lanes

12-2

Draw up specific regulations for concentration points

12-3

Equip concentration points

### Support



13-1

Implement a policy to support investment or renewal of rolling stock

13-2

Support or facilitate the acquisition of social protection guarantees

## Ensuring the implementation of reforms

### Inspect



14-1

Define the prerogatives of law enforcement agencies, identify the authorities in charge of inspection

14-2

Establish regular inspection procedures

14-3

Set up human and technical resources for inspection by the organising authority

14-4

Set up an action protocol with the police

### Fund



15-1

Find funding mechanisms for the organising authority

15-2

Check the sustainability of funding

# List of actions

## Preparing the reforms

### Survey - to become familiar with the state of the paratransit offer

Actions	Importance	Cost	Page number	✓
<b>1-1</b> Build a paratransit dashboard/observatory	High	Low	<a href="#">12</a>	
<b>1-2</b> Carry out recurrent surveys	High	Variable	<a href="#">13</a>	
<b>1-3</b> Request reporting from operators	Medium	Low	<a href="#">14</a>	
<b>1-4</b> Map the paratransit offer	Medium	Medium	<a href="#">15</a>	
<b>1-5</b> Identify contacts	High	Low	<a href="#">16</a>	

### Consult - to set up bodies for dialogue and better understanding between the parties

Actions	Importance	Cost	Page number	✓
<b>2-1</b> Set up a steering committee for paratransit	High	Low	<a href="#">17</a>	
<b>2-2</b> Set up a register of complaints, grievances and suggestions	Medium	Low	<a href="#">18</a>	
<b>2-3</b> Include representatives of small-scale transport in the consultation and steering bodies for transport projects and the sustainable urban mobility planning process	Variable	Low	<a href="#">19</a>	

### Plan - to define the type of service and function of paratransit within an intermodal public transport system

Actions	Importance	Cost	Page number	✓
<b>3-1</b> Define the function of paratransit in the public transport system	High	Variable	<a href="#">20</a>	
<b>3-2</b> Define specifications for the quality of service of paratransit	High	Variable	<a href="#">22</a>	
<b>3-3</b> Define the authorities responsible for regulating the sector	High	/	<a href="#">23</a>	
<b>3-4</b> Transform certain paratransit services into transport on demand and introduce advance booking	Medium	Variable	<a href="#">24</a>	

## SURVEY

Become familiar with the state of the paratransit offer

## IMPORTANCE



## COST



## Build a paratransit dashboard/observatory

Set up a paratransit observatory within the authorities in charge of planning and regulation of urban transport. The data collected concerns the service offer (state of the fleet, number of vehicles in service), the business model (fares charged, cost of fuel) or the internal structures (number of operators, operating mode) (for a more complete list of indicators that can be integrated, see the Diagnosis section).

Based on this data, build a regularly updated dashboard or observatory in order to gain dynamic knowledge of the state of the paratransit offer. This dashboard will constitute a database of paratransit in the city and will need to be regularly added to and updated. Various sources are mobilised (and enriched):

- Collection of "internal" data (number of licences and permits granted, vehicle registration, data from technical inspections)
- Regular data collection through surveys (see action 1-2)

<b>Type of paratransit involved</b>	All legal and illegal types.
<b>Prerequisites</b>	Identification of the data storage location and equipment support.
<b>Stakeholders</b>	Supervisory authorities, local authorities, professional representatives, and others depending on the situation (law enforcement, user representatives, retailers installed in the concentration points, etc.).
<b>Level of effort</b>	Limited financial effort: creation and maintenance of spreadsheets. Human effort: team composed of thematic experts and technicians. It is important to include regular updating (at least once a year) of data in the job description.
<b>Level of importance</b>	High. An essential prerequisite to fully understand the sector is to estimate the scope and impact of reforms.
<b>Points of focus</b>	To be useful, the scoreboard must be kept up to date. Ensure the maintenance of the scoreboard, and the traceability of data (storage). Integrate the data collected into planning documents.
<b>Time frame</b>	Permanent. Can be set up quickly on the basis of information already available to the various authorities in charge of regulation.
<b>Evaluation criteria</b>	Number of indicators in the database. Frequency with which information is updated. Use of the data by the different services and institutions in charge of planning and regulating mobility.



### Example, reference

Observatoire des Déplacements Urbains à Ouagadougou (ODUO) for all mobilities (not only paratransit).

## SURVEY

Become familiar with the state of the paratransit offer

## IMPORTANCE



## COST



## Carry out recurrent surveys

Surveys and fieldwork are one of the sources used to inform the diagnosis of paratransit. These are all the more important as, in the absence of easily collected formal data, surveys are one of the main sources of information. These surveys are based on:

- Counts and surveys at assembly points (number, frequency of vehicles, PKO, number of jobs, volume of customers per route, main SDGs, market share of paratransit)
- Counts in common sections and surveys of boarding/alighting at stops
- Mapping of assembly points and their operation
- GPS trip logging
- Surveys of operators, drivers (working conditions and methods) and passengers (level of satisfaction)
- More general surveys of city dwellers to capture the share of unfulfilled trips (unmet demand)

<b>Type of paratransit involved</b>	All legal and illegal types. Eventually, differentiated modes can be considered for taxi and regular service modes.
<b>Prerequisites</b>	The surveys must feed into the construction of indicators. Identify upstream the information needed to be collected, the methodology of the collection (so that it can be repeated) and the processing that can be done with it.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit.
<b>Level of effort</b>	Variable financial effort: formatting of collected data via standard IT tools. Possibly mobilisation of GPS and computer tools for data conversion and mapping. Human effort: survey teams to collect data on a regular basis (at least every year).
<b>Level of importance</b>	High. Knowledge of the state of the sector is an essential prerequisite for estimating the extent and impact of reforms.
<b>Points of focus</b>	Data collection methodology should remain stable and be thoroughly reviewed if survey teams change. Integrate the data collected into planning documents and scoreboards (action 1-1).
<b>Time frame</b>	Preferably annually.
<b>Evaluation criteria</b>	Number of indicators constructed from the information and data collected. Quality of the interview grid, existence of longitudinal data.



### Example, reference

Surveys conducted in Antananarivo as part of the PAMU project.  
GPS tracking and mapping: Accra (Accra Mobile), Nairobi (Digital matatus), Cairo (TransportforCairo), Managua (Mapanica), Dakar for SDGs.

## SURVEY

Become familiar with the state  
of the paratransit offer

## IMPORTANCE



## COST



## ACTION 1 -3

## Request reporting from operators

Reporting facilitates the regular transmission of information from operators to the authorities in charge of planning and managing paratransit. The objectives of reporting are to:

- Systematise the collection of data on the part of the operators; for example, the vehicle occupancy rate, the number of journeys made each day, the routes covered, the fares charged, the current expenses (fuel, daily maintenance, crew, etc.), the income generated, etc.
- Gain good knowledge of the performance of paratransit, fare revenues etc.
- Increase the knowledge of the operators regarding the management and operation of the service through the visualisation of data and information.

From this action, it is possible to construct the operators' operating accounts, evaluate frequencies, etc. This makes it possible to improve the adjustments of the integration measures for paratransit and to optimise the operators' activity.

<b>Type of paratransit involved</b>	All legal types, although more appropriate for regular service type modes.
<b>Prerequisites</b>	The reporting obligation must be formalised (authorisation, approval, contract). It is preferable that operators are supervised and assisted by a professional organisation, which will have validated the format of the requested data.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, operators, professional organisation if applicable.
<b>Level of effort</b>	Limited financial effort: review of documents and data provided, formatting and archiving. Human effort: one or more people to establish the template of the reporting file, disseminate, explain and follow up with the operators.
<b>Level of importance</b>	Medium. Information with high added value, but the prerequisites do not always make it easy to obtain, and the reliability of the information must be verified.
<b>Points of focus</b>	Information collected through reporting should be cross-checked with information from field surveys. Ensure that only data that can genuinely be collected by the paratransit worker without excessive investment is requested.
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Frequency of reporting and consistency of information reported.



### Example, reference

Operating accounts in Madagascar under the PAMU programme.  
Identification of motorbike taxi drivers in Douala via the unions that provide vests and helmets to paratransit workers.

## SURVEY

Become familiar with the state of the paratransit offer

## IMPORTANCE



## COST



## Map the paratransit offer

Using survey data and/or GPS tracking, map the paratransit network and the main assembly points and stations.

The mapping of regular services can be done in two ways:

- On the one hand, it is a diagnostic and steering element for the organising authority. This map, which is the result of the diagnosis (objective 1), should be kept up to date according to the information provided by the paratransit workers.
- On the other hand, although graphic representation of transport networks for users is rare in the countries of the south, it may be worthwhile to experiment with the creation of a graphic representation of transport services, which could be used in various applications and on various media. Preference will be given to schematic, symbolic presentations that allow users to make the link between their destination and the vehicle that serves it.

<b>Type of paratransit involved</b>	Regular services.
<b>Prerequisites</b>	Diagnosis of the paratransit offer.
<b>Stakeholders</b>	Supervisory authorities
<b>Level of effort</b>	Financial effort: medium, the necessary equipment is not very expensive (computer equipment, GPS), but it is also necessary to be able to store and save the data created. Human effort: medium, team of experienced computer technicians to build and feed the database. The database can then be provided with information from users. It is also possible to rely on the local Open Street Map community.
<b>Level of importance</b>	Secondary. A mapping tool is essential in highly formalised networks, but may be considered optional in lightly regulated systems.
<b>Points of focus</b>	Need for an updating and refreshing facility.
<b>Time frame</b>	Permanent. Can be implemented as part of an overall project to improve and monitor paratransit.
<b>Evaluation criteria</b>	Depending on the type of support chosen, e.g., number of leaflets distributed with network map.



### Example, reference

Accra, Nairobi (with choice of a graphic representation close to that of London), South African cities, Maputo (map of chapas deployed near bus shelters), etc.

## SURVEY

Become familiar with the state  
of the paratransit offer

## IMPORTANCE



## COST



## ACTION 1 - 5

## Identify contacts

Identify the appropriate contacts for the operators. Understand whether the organisation of operators corresponds to a territorial logic (distribution of services), an operational logic (management of parking places), or a representation logic (union).

Depending on the mode of organisation, identify the appropriate contacts, let them know that they are considered as representative, and engage in dialogue with them (see action 2-1).

<b>Type of paratransit involved</b>	All legal and illegal types. Eventually, differentiated modes can be considered for taxi and regular service modes.
<b>Prerequisites</b>	Diagnose the paratransit sector and internal stakeholders.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, operators, professional organisation if any
<b>Level of effort</b>	Financial effort: limited. Human effort: Identifying focal points for discussions and negotiations with identified representatives in the paratransit sector.
<b>Level of importance</b>	High. Preliminary step for establishing a dialogue with the actors in the sector.
<b>Points of focus</b>	Check the degree of representativeness of the identified contacts in the paratransit sector in order to ensure that the latter do not represent only the interests of a minority. Regarding the Organising Authority, identify a long-term contact person to establish a relationship of trust with the paratransit workers.
<b>Time frame</b>	At the beginning of the process, then to be re-evaluated regularly.
<b>Evaluation criteria</b>	Number of meetings per year. Number of paratransit workers present. Quality of the exchanges, willingness of the paratransit workers to engage in discussion.



### Example, reference

Recognition of associations formed by operators for the management of *schimo*, assembly points for motorbike taxis in Dar-Es-Salaam.  
Identification of stakeholders on the government and paratransit organisations side in South Africa during the implementation of the BRT. Example in Cape Town and Johannesburg.  
PAMU programme in Madagascar.  
Consultative forum on paratransit reform in Kampala.

**CONSULT**

set up bodies for dialogue and better understanding between the parties

**IMPORTANCE****COST**

## Set up a steering committee for paratransit

Set up a permanent dialogue and consultation body between the supervisory authorities, local authorities and the representative bodies of the paratransit workers (operators, drivers, crew members). This body can take various forms, such as a Steering Committee meeting annually or bi-annually, led by the Organising Authority, or a channel for mutual information and permanent exchanges between the stakeholders.

The purpose of this body is to present the problems encountered by all parties in the exercise of their transport responsibilities or in the exercise of their transport profession, and to seek solutions or draw up action plans through dialogue.

In principle, it is not a decision-making body, but only an advisory one. However, certain forms of advanced cooperation may allow qualified professional representatives to be involved in the decision, particularly on tariff levels.

<b>Type of paratransit involved</b>	All types of legal, informal and, if possible, illegal transport. Ultimately, differentiated modalities can be envisaged for taxi type modes and regular service type modes.
<b>Prerequisites</b>	Existence of representative bodies of paratransit workers (unions, associations, EIGs, etc.). If not, meetings open to all can be envisaged.
<b>Stakeholders</b>	Supervisory authorities, local authorities, professional representatives, and others depending on the situation (law enforcement, user representatives, retailers installed in the concentration points, etc.)
<b>Level of effort</b>	Financial effort: None or almost none. Human effort: requires the establishment of a referent, a technician from the supervisory authority.
<b>Level of importance</b>	High. It seems difficult to act effectively in this area without such a body, which would make it possible to anticipate difficulties in applying the measures envisaged and to remedy them by involving the main stakeholders.
<b>Points of focus</b>	Ensure that the representatives of paratransit are truly representative. Prepare the meetings in detail, with an agenda and the adoption of a certain formalism (invitations, attendance sheets, minutes and statements of decisions with validation process, etc.).
<b>Time frame</b>	Permanent. Can be set up quickly if there are representative bodies of the profession. Preparatory meetings open to all can be envisaged.
<b>Evaluation criteria</b>	Number of meetings per year. Number of participants. Assessment of the paratransit workers' contribution to decision-making.



### Example, reference

PAMU programme (Programme d'Amélioration de la Mobilité Urbaine, Urban Mobility Improvement Programme) in Madagascar.

Example of AFTU and CETUD in Dakar.

Consultation platform in South Africa created at the time of the democratic transition (National Taxi Task Team).

Registration of unions with the local municipality in Accra, as part of the World Bank's Urban Transport Project.

UKOME (Transportation Coordination Centre) committees in major Turkish cities: representatives of paratransit associations are invited in an advisory capacity to a decision-making body.

## CONSULT

set up bodies for dialogue and better understanding between the parties

## IMPORTANCE



## COST



## Set up a register of complaints, grievances and suggestions

It is desirable to set up a permanent and independent channel (i.e. accessible outside a trade union or organisational framework, including outside the Organising Authority, and managed in a collegial manner) for the transmission of complaints, grievances and suggestions that paratransit workers may wish to make regarding the conduct of their activity.

Similarly, it may be useful to set up a permanent channel for complaints, grievances and suggestions from customers. The two channels are complementary.

These information channels can be very useful for the Organising Authority to be able to assess the reality of paratransit operations without having to put in place significant human resources.

The channels can be varied: mail, app, website, possibly counter, SMS/USSD code. In all cases, this opportunity to be heard must be the subject of an information campaign (e.g. posters in vehicles or in places of concentration).

<b>Type of paratransit involved</b>	All legal types. Ultimately, differentiated modalities can be envisaged for taxi type modes and regular service type modes.
<b>Prerequisites</b>	Existence of human resources able to collect complaints, summarise them and dispatch them to the authorities able to act.
<b>Stakeholders</b>	Supervisory authorities, and all stakeholders able to get involved: local authorities, professional representatives, police, users' representatives, etc.
<b>Level of effort</b>	Financial effort: None or almost none. Some costs may be incurred for setting up an app or a website, or information campaigns. Requires the establishment of a referent, a technician from the supervisory authority.
<b>Level of importance</b>	Intermediate. The existence of such an information channel can be very valuable, as long as its potential perverse effects can be contained (see below).
<b>Points of focus</b>	Do not give the impression that the supervisory authority has the power to solve all problems. Be clear about the purpose of the service and do not raise false expectations. Do not respond to complaints of a strictly private or interpersonal nature. Report and give regular feedback, including to paratransit workers and customers, on the key aspects of the complaints and the action taken. Adapt the human resources to the volume of the flow to be processed.
<b>Time frame</b>	Permanent. Prior consultation with the paratransit workers and/or their representative organisations is necessary.
<b>Evaluation criteria</b>	Number of complaints per channel and typology. Rate of response or processing of complaints.



### Example, reference

Attempted grievance plan in Dar Es Salaam with the Daladala. In Kenya, it is possible for paratransit workers to raise grievances via SACCOs (operators' associations).

**CONSULT**

set up bodies for dialogue and better understanding between the parties

**IMPORTANCE****COST**

## Include representatives of small-scale transport in the consultation and steering bodies for transport projects and the sustainable urban mobility planning process

The Organising Authority, which is responsible for drawing up the SUMP, may choose to involve the representatives of the profession to a greater or lesser extent in the consultation and steering bodies of the project.

The ways in which this consultation is achieved can be multiple and depend strongly on the level of organization and qualification of the profession.

However, as soon as the SUMP's measures directly concern or have an impact on the activity of paratransit workers, it is preferable that the people concerned be involved in the decision-making process beforehand, in order to facilitate the diagnosis and to be able to assess the buy-in of the measures envisaged.

The participation of paratransit workers in the SUMP consultation and steering bodies is also intended to facilitate dialogue between the paratransit sector and conventional transport operators.

<b>Type of paratransit involved</b>	All legal types. Ultimately, differentiated modalities can be envisaged for taxi type modes and regular service type modes.
<b>Prerequisites</b>	Elaboration of a SUMP (or equivalent procedure). Existence of representative bodies of paratransit workers (unions, associations, EIGs, etc.). If not, meetings open to all can be envisaged.
<b>Stakeholders</b>	Supervisory authorities, and all stakeholders able to get involved: local authorities, professional representatives, police, users' representatives, etc.)
<b>Level of effort</b>	No specific effort beyond that required to implement a SUMP.
<b>Level of importance</b>	To be assessed according to the level of market structuring. Secondary, if the profession is fragmented and presents strong negative externalities, indispensable if the profession is already structured and plays an important role in the service system.
<b>Points of focus</b>	Ensure that the participants are well represented. Do not let sectoral demands interfere with the development of the SUMP.
<b>Time frame</b>	Associated with the realisation of the SUMP.
<b>Evaluation criteria</b>	Assessment of the contribution of the paratransit workers' representatives in formulating actions.

**Example, reference**

Most SUMPs include representatives of paratransit workers in the Steering Committee. The SUMP of Yaoundé is a good example.

## PLAN

**Define the function of paratransit in the public transport system**

## IMPORTANCE



## COST



## Define the function of paratransit in the public transport system

When drawing up a SUMP or any other transport reform framework, the aim is to identify the current function of paratransit services, to define the place of the various forms of paratransit in the multimodal service plan and to check whether some of them can be contracted out to the Organising Authority.

The approach comprises three stages:

- 1) Drawing up the multimodal service plan and defining the desired role for the various forms of paratransit;

Several configurations exist:

- The paratransit offer is the only offer available in all or part of the city. The transport offer can be organised in certain districts and/or certain time slots with regular lines, and in certain districts and/or certain time slots as a service on demand.
- The paratransit offer complements the public transport offer. Complementarity can be organised according to the “trunk and feeder” model, with paratransit workers providing a feeder service to the high-capacity public transport mode.
- Paratransit provides a parallel service, for example a short-distance service (omnibus type) parallel to the express service provided by the higher capacity service.
- Paratransit reinforces the public transport offer, particularly during peak and off-peak hours, for example with “peak looping” (reinforcement of the public transport offer on certain sections during peak hours) or as a replacement, for example during off-peak hours, paratransit is sometimes better adapted to meet a more erratic and less important demand.

Whatever the required configuration, this definition will undoubtedly have to be accompanied by a restructuring of the network or the service offer to make it more coherent and efficient: it is indeed likely that the services offered have been added together without overall coordination, according to individual initiatives. This restructuring should be carried out in close consultation with the professionals concerned, seeking to respect the current economic balance as much as possible. This could be an opportunity to offer operators new services, such as night services or premium services.

The planning of the paratransit offer can be accompanied by urban developments, such as the implementation of dedicated lanes to improve performance at peak times.

- 2) Reconstitute the typical business plan of the paratransit workers involved and check that it is possible to offer them a “win-win” agreement.

Rationalising public transport will often aim to ensure that the main routes are served by high-capacity formal transport, and to confine paratransit to the fine-tuned service of outlying districts and localities. It is therefore not necessarily easy to define a perimeter of activity that is sufficient to guarantee the continuity and number of existing jobs.

- 3) Set up consultation with the representatives of the paratransit workers to test the acceptability of the principle of contractualisation, in parallel with the development of the contractual model.

Not all paratransit services are suitable for contractualisation. Several conditions must be met: firstly, the service provided must be integrated into a public transport offer, and secondly, the paratransit workers must be sufficiently organized and professionalised to accept and follow the terms of a contract. Depending on the role assigned to paratransit, different types of contractualisation are recommended, such as a monopoly or a concession. A coherent pricing system must be established according to the defined function.

<b>Type of paratransit involved</b>	All legal types, although more appropriate for regular service type modes.
<b>Prerequisites</b>	Diagnosis of paratransit, creation of EIGs / existence of paratransit organisations. If possible, mapping of the paratransit network(s).
<b>Stakeholders</b>	Local authorities/ Authorities in charge of planning, management and regulation of paratransit, operators, professional organisation if any
<b>Level of effort</b>	Financial effort: variable. Depending on the function given to paratransit, facilities may be required, as well as the granting of licences. Human effort: significant. Include experts and representatives of the paratransit sector in preparing planning documents.
<b>Level of importance</b>	High. Central step in developing an integrated and sustainable mobility plan.
<b>Points of focus</b>	Facilitate inter-modality as part of complementary services. It is preferable not to embark on this process in the absence of a strong political will and technical means for steering and monitoring.
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Adapting planning documents to the defined function of paratransit. Monitoring performance indicators of the different transport services. Meeting the needs of the demand.



#### Example, reference

Example of *clando* taxis in Dakar: an informal transport offer that complements the more capacity-driven offer on certain routes.

Role of minibuses in Phase 2 of the BRT in Cape Town.

Example of Polokwane in South Africa: rather than a BRT, minibus services operate on some sections with a regular service.

## PLAN

Define the function of paratransit  
in the public transport system

## IMPORTANCE



## COST



## Define specifications for the quality of service of paratransit

Establish specifications, in consultation with operators and paratransit organisations, to limit negative externalities and improve service quality.

The standards of the specifications may involve in particular:

- Quality of service (number of passengers, frequency, service - routes and stops, passenger information, timetable)
- Safety (maximum speed, helmet use, compulsory licence)
- Type of vehicle (size, comfort, condition, engine)
- Environment (type of fuel used, age of rolling stock)
- Working conditions (formalisation of employment, number of hours worked per day, insurance for vehicle and driver)

In order to promote compliance with the standards by the operators, the specifications can be developed in consultation with the operators. As compliance with these standards can sometimes lead to a loss of income for the operators, compensation can be put in place; whether financial, or granting operators the right to operate in certain areas, at certain times etc. or even licencing systems.

<b>Type of paratransit involved</b>	All legal types, although more appropriate for regular service type modes.
<b>Prerequisites</b>	Establish a diagnosis to identify the positive and negative externalities of paratransit, and the expected level of service.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, operators, professional organisation, if any
<b>Level of effort</b>	Financial effort: variable (may require compensation measures) Human effort: significant. Collaborative development of specifications, monitoring of indicators.
<b>Level of importance</b>	High.
<b>Points of focus</b>	Define precise indicators (GhG emissions, status of operators, maximum number of seats per vehicle, compulsory wearing of helmets, etc.) upstream for monitoring the specifications. Internal monitoring bodies for compliance with the specifications.
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Based on precise indicators identified in consultation with paratransit representatives. Monitoring of indicators to be carried out at least annually.



### Example, reference

Sierra Leone Road Transport Corporation's specifications in Freetown.  
The Moja Cruise project in eThekwin (Durban), South Africa.

## PLAN

Define the function of paratransit in the public transport system

## IMPORTANCE



## COST



## Define the authorities responsible for regulating the sector

Define the authorities in charge of regulating all transport services defined as belonging to the paratransit sector, and the scope of their prerogatives.

This regulation includes planning, management and management of services, equipment, drawing up regulations, dialogue with paratransit workers and paratransit organisations, etc.

Where appropriate, these functions may lead to updating the legislative and regulatory framework.

For each function, identify the means in terms of human and material resources required. The needs must be assessed internally, but also externally (with external parties if necessary).

<b>Type of paratransit involved</b>	All legal types.
<b>Prerequisites</b>	Legal audit of the state of the applicable legislation and regulations and their application. Agreement between stakeholders (ministries, local authorities, agencies, etc.) on how jurisdiction is organised.
<b>Stakeholders</b>	Relevant ministries, local authorities.
<b>Level of effort</b>	Financial effort linked to the human resources deployed and possibly to the working budgets envisaged. Human effort: medium. To be evaluated according to the means already available for the supervision of formal transport, and the envisaged action programme.
<b>Level of importance</b>	Very high. Essential step for the implementation of a mobility policy or reform.
<b>Points of focus</b>	Be sure to anticipate the needs that might exist after the project starts, to ensure its implementation and follow-up.
<b>Time frame</b>	Prior to the start of the project, then to be evaluated regularly.
<b>Evaluation criteria</b>	Precise identification of needs and associated job descriptions. Organisation chart.



### Example, reference

Case of CETUD in Dakar (in charge of the management of AFTU), case of LAMATA in Lagos, NaMATA in Nairobi and AMUGA under consolidation in Abidjan.

## PLAN

Define the function of paratransit  
in the public transport system

## IMPORTANCE



## COST



## Transform certain paratransit services into transport on demand and introduce advance booking

The term 'transport on demand', which is widely used in Europe, refers to all forms of operation of regular services in which the content of the service is adapted in whole or in part to the customer's prior requests. The adaptations may concern the route, the timetable (prior reservation), the capacity of the vehicle, etc. What they have in common is the principle of advance booking.

Paratransit often meets the definition of demand-responsive transport, with the exception of the almost universal absence of advance booking. In considering the organisation of mobility services, it is therefore important to clarify these "flexible", adaptable modes of operation.

For taxi-type services, this may simply mean providing potential customers with the telephone number of the paratransit worker. But it is above all a question of developing e-hailing type applications, making it possible to locate nearby vehicles and rationalise the allocation of journeys. Introducing this type of tool is a powerful incentive for the profession to reorganise, rationalise and improve its skills and quality, since it implies the traceability of services, the prior definition of the tariff, the possibility of rating drivers and reporting complaints, the need for paratransit workers to have a bank account, etc.

For services similar to a regular line, reservations are preferably made through central offices, which customers can contact by e-mail, SMS, telephone or even a dedicated app. The role of these centres is not only to receive requests but also to allocate journeys, optimise grouping and collect the units of work carried out in order to establish the operators' remuneration. They may be organised by paratransit organisations or EIGs, or in some cases by a public body (municipal service, MOA, etc.). Here again, the introduction of such a system implies a major shift in the organisation of the profession, imposing in particular rules on service quality, full traceability of journeys, etc. It is the ultimate stage in the integration of paratransit into a multimodal transport system, making it possible, for example, to manage intermodal pricing, integrated passenger information, etc.

<b>Type of paratransit involved</b>	All legal types, in particular on-demand transport services not operating on fixed routes.
<b>Prerequisites</b>	A highly structured organisation of paratransit workers, and an acceptance of the transparency of transactions. In the case of a central booking office, defining a general tariff grid, if possible intermodal (in this case, many other prerequisites, see action 9-2)
<b>Stakeholders</b>	Paratransit organisations / Operators / Authorities in charge of the management and regulation of paratransit
<b>Level of effort</b>	Financial effort: e-hailing applications are based on a private model whereby the developer of the application is remunerated by a commission on each trip; therefore, there is no public investment required. Online services require the establishment of booking facilities, which can take many forms (from the operator's own telephone to shared platforms with route optimisation software). Human effort: this varies greatly depending on the solutions adopted. In the case of a central reservation system, appropriate human resources are required.

<b>Level of importance</b>	Secondary. This is the final stage in the development of the paratransit service.
<b>Points of focus</b>	Need for regular evaluation of the proper functioning of the system, especially in the case of a central reservation system.
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Development of the number of connected operators. Development of the number of journeys, of trips ordered, of the paratransit market share. Development of the average cost.



#### Example, reference

For taxi / e-hailing services: GoZem platform in West Africa, SafeBoda in East Africa  
For regular line / central reservation services: SWVL in Egypt.

# Reforming the sector

<b>Structure</b> - to promote the creation of representative structures within the paratransit sector				
Actions	Importance	Cost	Page number	✓
<b>4-1</b> Facilitate the visual identification of operators	Medium	Low	<b>28</b>	
<b>4-2</b> Promote and support the creation of paratransit organisations	High	Variable	<b>29</b>	
<b>4-3</b> Facilitate coordination between paratransit organisations	Medium	Low	<b>31</b>	
<b>4-4</b> Ensure the democratic functioning of paratransit organisations	High	Low	<b>32</b>	
<b>Regulate</b> - to develop the legislative and regulatory corpus defining legal and illegal services				
Actions	Importance	Cost	Page number	✓
<b>5-1</b> Define criteria for access to the transport profession	High	Low	<b>33</b>	
<b>5-2</b> Define the regulatory framework for the exercise of the activity	High	Low	<b>34</b>	
<b>5-3</b> Accompany illegal operators towards a formalised system	High	Variable	<b>36</b>	
<b>5-4</b> Define the optimal number of approvals	Optional	Low	<b>38</b>	
<b>Label</b> - to define quality indicators and give preference to operators who meet these indicators				
Actions	Importance	Cost	Page number	✓
<b>6-1</b> Define the conditions for licensing paratransit workers and services	Medium	Staff	<b>39</b>	
<b>6-2</b> Define the advantages granted to licensed paratransit workers	Medium	Variable	<b>40</b>	
<b>6-3</b> Define the procedures for monitoring and renewing the licenses	Medium	Staff	<b>41</b>	
<b>Authorize</b> - to control the exercise of the transport profession and make it subject to compliance with certain conditions				
Actions	Importance	Cost	Page number	✓
<b>7-1</b> Define the conditions for the approval of paratransit workers and services	High	Staff	<b>42</b>	
<b>7-2</b> Define the procedures for monitoring and renewing approvals	High	Staff	<b>43</b>	

**Contract** - to integrate legal paratransit into the mobility offer via agreements with the organising authority and/or the institutional carrier

	Actions	Importance	Cost	Page number	✓
<b>8-1</b>	Determine the most suitable economic and legal model for contracted paratransit workers	High	/	<b>44</b>	
<b>8-2</b>	Set up structures to monitor, control and assist contracts	High	Staff	<b>45</b>	

**Price** - to implement a coherent, even multimodal, pricing system

	Actions	Importance	Cost	Page number	✓
<b>9-1</b>	Establish a coherent pricing system and ticketing system with the representative organisations	Variable	Variable	<b>46</b>	
<b>9-2</b>	Define an integrated, multimodal fare structure and ticketing system	High	Variable	<b>47</b>	
<b>9-3</b>	Implement interoperable ticketing	Optional	Variable	<b>48</b>	

## STRUCTURE

Promote the creation of representative structures within the paratransit sector

## IMPORTANCE



## COST



## Facilitate the visual identification of operators

Distinctive signs are established to facilitate the identification of formalised paratransit workers for the supervisory authorities.

For two-wheelers, the wearing of a vest is adopted; this is issued by the Organising Authority or the paratransit organisations and makes it possible to identify the paratransit workers whose activity is supervised.

For larger capacity vehicles, specifically coloured licences or number plates are issued to facilitate visual identification.

<b>Type of paratransit involved</b>	All legal types. Eventually, differentiated modes can be considered for taxi and regular service modes.
<b>Prerequisites</b>	Existence of clear regulations regarding the conditions for obtaining the vest, the licence or the number plate.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, paratransit organisations.
<b>Level of effort</b>	Financial effort: limited. Provision of dedicated equipment by the Organising Authority. Human effort: limited. Supervision by the OA of conditions for obtaining equipment.
<b>Level of importance</b>	Medium.
<b>Points of focus</b>	Avoid the development of a black market for the material issued by the Organizing Authority. Ensure that inspections are carried out, including with paratransit workers who have the distinctive signs.
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Ability of law enforcement agencies to identify paratransit workers who operate illegally.



### Example, reference

Vests in Kigali, coloured licences in the Philippines. Red helmets issued by the SafeBoda application in Uganda.

**STRUCTURE**

Promote the creation of representative structures within the paratransit sector

**IMPORTANCE****COST**

## Promote and support the creation of paratransit organisations

The creation of a professional organisation is based at least on a certain pooling of the means available to operators and recognition by the public authorities. This pooling may, for example, concern the management of the fleet, which can be done in a shared manner, through a regulator made available by the professional organisation. Beyond the organisation of the professional activity, more advanced forms of corporatization make it possible to have access to financial facilities, to optimise the operation of services and to regulate competition, to respond to calls for tenders from the Organising Authority, and even to offer social guarantees to paratransit workers.

Once its existence is recognised by the local authorities, the organization(s) can take on all or part of the following responsibilities:

- Management of licences,
- Definition of routes and timetables,
- Rationalisation of operating methods,
- Pooling of financial resources to improve the borrowing capacity of owners (renewal of rolling stock),
- Verification of compliance with safety standards,
- Training of drivers and crew,
- Protection of paratransit workers (insurance, mutual insurance) and regulation of relations between the operators themselves (between crew and owner),
- The operation of an e-hailing application or a central booking office (see action 3-4)

Depending on the legislation in force, the professional structure may acquire a legal existence of the EIG type in order to bid for public contracts.

The public authorities can support the process of creating an EIG by clarifying the specifications and facilitating certain administrative procedures. In the case of mass transport projects (such as BRT), calls for tender can be drafted in such a way as to make them more accessible to operators grouped in an EIG.

In addition to grouping operators into EIGs, attention should also be paid to operators who do not have the means to join existing EIGs or who prefer to remain at the level of an individual operation. In the case of operators who would like to join EIGs, a registration or waiting list system can be encouraged by local authorities. For operators who prefer to remain at the scale of an individual operation, they will also have to comply with the regulations in force concerning the paratransit activity.

<b>Type of paratransit involved</b>	All legal types, although more appropriate for regular service type modes.
<b>Prerequisites</b>	Diagnose the paratransit sector and internal stakeholders.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, operators, professional organisation, if any

<b>Level of effort</b>	Financial effort: varies from regular monitoring to providing loans or credits at favourable rates. Human effort: significant. Time to establish a dialogue with the operators.
<b>Level of importance</b>	High. Central lever for the integration of paratransit.
<b>Points of focus</b>	Degree of representativeness and knowledge of the sector of the representatives of the paratransit organisations. Non-democratic functioning of paratransit organisations
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Degree of corporatization of means. Obtaining legal status by the paratransit workers. Capacity to respond to calls for tender issued by the public authorities.



#### Example, reference

The motorbike taxi camps in Dar Es Salaam, the EIGs created in Dakar (AFTU), VOC (Vehicle Operating Company) in Cape Town and Johannesburg to operate BRT services. Another example is in a secondary city, George, South Africa, where a company has been established to bring together minibuses and bus operators.

## STRUCTURE

Promote the creation of representative structures within the paratransit sector

## IMPORTANCE



## COST



## Facilitate coordination between paratransit organisations

Establish regular dialogues between the different groups of operators grouped in professional structures. Ensure the same quality of dialogue between the AO and the different paratransit organisations.

Facilitate coordination between the different paratransit organisations to limit competition between them and avoid a purely vertical mode of operation; in the long term, facilitate cooperation between the different groups of operators rather than competition. Encourage the creation of multi-stakeholder dialogue forums.

It is also strategic to facilitate discussion between paratransit operators and conventional transport service operators, in order to ensure the best coordination between these service offers, or even to consider forms of collaboration (subcontracting).

<b>Type of paratransit involved</b>	All legal types, although more appropriate for regular service type modes.
<b>Prerequisites</b>	Diagnose the paratransit sector and internal stakeholders.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, operators, professional organisation, if any
<b>Level of effort</b>	Financial effort: limited. Human effort: Identifying focal points for discussions and negotiations with identified representatives in the paratransit sector.
<b>Level of importance</b>	Medium. Preliminary step for establishing a dialogue with the actors in the sector.
<b>Points of focus</b>	Check the degree of representativeness of the contacts identified in the paratransit sector in order to avoid that they only represent the interests of a minority of them. Avoid favouring certain paratransit groups to the detriment of others.
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Existence of discussion platforms between the sector's paratransit organisations. Representation of all the organisations at meetings between them.

## STRUCTURE

Promote the creation of representative structures within the paratransit sector

## IMPORTANCE



## COST



## Ensure the democratic functioning of paratransit organisations

Ensure that the paratransit organisations function democratically, that they are representative of the sector, and that they do not interfere with the regulatory procedures of the public authorities.

To this end, it is necessary to monitor more specifically:

- The conformity of the organisations' regulations or statutes with the legislation in force;
- The representativeness of the operators gathered within the organisation (via the establishment of communication channels in particular) and the existence of links between these representatives and the sector (to avoid the organisation's operation being dictated by individuals disconnected from the sector);
- The fact that the mandates for which the organisation's representatives are elected/appointed are not exceeded, and the existence of staff turnover within the organisation for management and leadership functions;
- The number of licences issued by the organisations, and the conformity of the number of licences with the number of vehicles in circulation (the use of scanned files and a data storage platform facilitates these control procedures);
- The payment of professional taxes or property taxes according to the amounts fixed in the legislation;
- The absence of conflict of interest with members of law enforcement and local authorities.

<b>Type of paratransit involved</b>	All legal types. Ultimately, differentiated modalities can be envisaged for taxi type modes and regular service type modes.
<b>Prerequisites</b>	Existence of identified paratransit organisations.
<b>Stakeholders</b>	Supervisory authorities, local authorities, professional representatives
<b>Level of effort</b>	Low, human resources to carry out controls and monitor the functioning of professional structures.
<b>Level of importance</b>	Important, essential measure to ensure the enrolment of operators, the representativeness of professional structures and the good governance of the sector.
<b>Points of focus</b>	Absence of conflicts of interest between individuals in charge of regulation within local authorities and members of paratransit organisations.
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Development of the number of operators within paratransit organisations, quality of dialogue with all governance actors, compliance with the legislation in force and the regulatory framework.

## REGULATE

Develop the legislative and regulatory corpus defining legal and illegal services

## IMPORTANCE



## COST



## Define access criteria for paratransit services

The aim of establishing market entry criteria is to regulate the quantity and quality of the transport offer. This regulation is based on the imposition of conditions for access to the urban transport market.

Different types of measures can be introduced:

- The criterion of justification of the service: new operators must prove that the service they propose is in the general interest, i.e., that it will meet a need not currently satisfied by the market.
- Checking the solvency of operators: The public authorities grant operating rights only to operators who are of sufficiently good repute and financial standing to be able to renew their vehicles in good time.
- Checking the skills of operators: reservation for those with a licence, or conditions of initial training (especially in mechanics).

<b>Type of paratransit involved</b>	All legal types. Eventually, differentiated modes can be considered for taxi and regular service modes.
<b>Prerequisites</b>	Knowledge of the existing transport offer and the function of paratransit in the urban transport offer, knowledge of the demand. Specifications with established standards, particularly in terms of safety and environmental quality. Establishment of checks on access to the profession (authorisation, approval, contractualisation).
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, operators, professional organisation if applicable.
<b>Level of effort</b>	Financial effort: a priori insignificant. Human effort: variable. May require specific management services and additional human resources.
<b>Level of importance</b>	High.
<b>Point of focus</b>	Restricting access to the sector may cause social unrest and resistance from certain actors, and should probably not have a retroactive effect (or else through a procedure for validating skills and experience). It may lead to a decrease in supply, with difficult consequences for users. The implementation of measures to control access to the sector must be carefully monitored in order to readjust the supply of conventional transport, or be carried out gradually.
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Development of the number of operators, state of the fleet.



### Example, reference

Bogota for the justification of an existing demand, Vietnam for the solvency of the operators. In Kigali, the control of operators' skill is partly ensured by the digital platform SafeMoto, which requires a minimum of 3 years' experience from drivers.

## REGULATE

Develop the legislative and regulatory corpus defining legal and illegal services

## IMPORTANCE



## COST



## Define the regulatory framework for the exercise of the activity

Establish the regulatory framework, specifying:

- The conditions of access to the sector, through the establishment of a system of licences, approvals or operating permits.

Obtaining these documents controls access to the profession, regulates the number of operators operating in the territory, and allows for a balance between supply and demand and the development of the market. An operating licence may be required for the owner, the driver, the vehicle(s) or all three.

- The conditions for the exercise of the profession, which are defined at least by compliance with the highway code.

Other criteria can be added, such as the obligation to follow a training course or a minimum level of qualification, as well as criteria relating to road safety (wearing of helmets, insurance), or operating boundaries (certain areas of the city can be forbidden to paratransit). The management of the fleet and assembly points can also be specified.

- The maintenance of the rolling stock, with the obligation to meet certain criteria (GhG emissions, maximum age) and/or the obligation to carry out a technical inspection at regular intervals.

In addition to these criteria, which relate to the regulation of supply, it is also possible to impose rules on user insurance (civil liability) and employment protection (type of contracts allowed, conditions of termination, obligations of the employer towards the employee).

The implementation of the regulatory framework can, in some cases, be delegated to digital platforms in the urban mobility sector. In particular, when local authorities have limited means, the establishment of public-private partnerships with these platforms allows them to control the compliance of paratransit workers with the regulatory framework in order to access the platform's services.

Precise specifications must then be established with the digital platform, and audits must be organised on a regular basis in order to verify the implementation of verification and control procedures with the paratransit workers.

<b>Type of paratransit involved</b>	All legal types. Eventually, differentiated modes can be considered for taxi and regular service modes.
<b>Prerequisites</b>	Existence of a pre-existing regulatory framework and the means to implement it. Establish the regulatory framework in consultation with the operators, to avoid the risk of creating inapplicable and/or unenforceable measures, or seeing a drastic decrease in the supply of paratransit services.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, operators, professional organisation if applicable.
<b>Level of effort</b>	Financial effort: low. Human effort: significant. The implementation of the regulatory framework is only useful and effective if there are means to enforce it.
<b>Level of importance</b>	Very high, even fundamental.

<b>Points of focus</b>	<p>The regulatory framework should not be a catalogue of wishful thinking. It is established in accordance with the means available to local authorities to enforce it and it must be realistic.</p> <p>Check the conformity of the whole regulatory framework (criminal law, labour law, company law etc.).</p> <p>The regulatory framework is implemented progressively, and is changing: it adapts to the development of the urban transport system, to the needs of the citizens and to the means available to the actors.</p>
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Number of permits/licences issued and number of active operators. Number of technical controls carried out each year. Number of insurance policies issued in the sector. Number of fines relating to non-compliance with traffic regulations by paratransit workers.



#### Example, reference

Example of the GoZem digital platform in West Africa that issues operating licences for motorbike taxis.

SafeBoda in East Africa: drivers have to respect a code of conduct (respect of the road code, use of safety equipment, punctuality and control of vehicles).

## REGULATE

Develop the legislative and regulatory corpus defining legal and illegal services

## IMPORTANCE



## COST



## Accompany illegal operators towards a formalised system

The definition of a regulatory framework for the exercise of the activity implies that those who do not respect it are forced to change their practice.

This involves the introduction and application of sanctions such as fines, withdrawal of licences or permits, or bans on practice, which must obviously be proportionate to the resources of the operators and not be applied arbitrarily.

However, in parallel with these measures, accompanying measures can be deployed to facilitate the migration to an activity compatible with the regulations. These measures include:

- Formalisation: support to operators in administrative procedures (obtaining a permit, quality criteria, obtaining EIG status, etc.), as some operators have limited personal resources to understand legal texts and administrative procedures.
- Professionalisation: access to professional training (see action 10-2); easier access to loans, particularly to enable the purchase of standard rolling stock. This measure can be associated with the implementation of a new training programme.
- Leaving the sector: the purchase of permits and licences at advantageous rates and the introduction of compensation can facilitate leaving the sector for operators who cannot fit into the regulatory framework (see Action 10-4).

The regulatory framework, associated sanctions and accompanying measures are changing and must be adapted to the changing context. For example, the development of clandestine transport in new peripheral districts may be subject to specific accompanying measures to formalise the offer (e.g., clandestine taxis in Dakar).

<b>Type of paratransit involved</b>	All types when there is an illegal or unregulated practice.
<b>Prerequisites</b>	Existence of a regulatory framework and a penal code. Transport policy with a defined function for paratransit.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, operators, professional organisation if applicable.
<b>Level of effort</b>	Financial effort: variable. All of the measures presented to facilitate migration to the formal system require initial investments that can be recouped over time (e.g., hire-purchase). Human effort: significant, especially if it is a question of promoting support for individuals to formalise their activity.
<b>Level of importance</b>	High.
<b>Points of focus</b>	Existence of human resources to guide and support the migration of clandestine operators towards a formal activity.
<b>Time frame</b>	Permanent, but especially when new regulations and/or new urban transport projects are introduced.

**Evaluation criteria**

Checks to monitor the existence of an illegal/clandestine transport offer.

**Example, reference**

In Accra, the Departments of Transport of the municipalities have to identify operators who do not comply with the regulations, and recommend appropriate sanctions.

## REGULATE

Develop the legislative and regulatory corpus defining legal and illegal services

## IMPORTANCE



## COST



## Define the optimal number of approvals

Even before defining a procedure for authorising or licensing paratransit workers, it may be deemed necessary to regulate the activity by defining in advance the number of approvals (or authorisations or licences) appropriate to the conurbation, and making it possible to reconcile the needs of the public service, the exercise of free enterprise and balanced conditions of competition.

Determining the appropriate number of authorised operators requires a diagnosis of the current situation, in terms of both the quality of the response to transport demand and the exercise of the transport operator's profession, and then a search for the best compromise between the various objectives mentioned above, in particular by means of consultation. This number can then develop according to formal transport projects or the pace of urban development.

A simple method might be to "freeze" the number of legal vehicles in circulation and then index the development of authorisations to population growth.

<b>Type of paratransit involved</b>	All legal types. Ultimately, differentiated modalities can be envisaged for taxi type modes and regular service type modes.
<b>Prerequisites</b>	Existence of a paratransit diagnosis.
<b>Stakeholders</b>	Supervisory authorities, local authorities, professional representatives
<b>Level of effort</b>	No specific cost, apart from the cost of the paratransit diagnosis.
<b>Level of importance</b>	Optional. This approach can be a powerful means of regulation and verification. However, it may be considered restrictive and difficult to get accepted.
<b>Points of focus</b>	May lead to an increase in clandestine transport.
<b>Time frame</b>	Can be implemented as part of an overall project to improve and check paratransit, linked (or not) to the development of a structured transport offer.
<b>Evaluation criteria</b>	Development of the number of illegal or unlicensed paratransit workers.

## LABEL

Define quality indicators and give preference to operators who meet these indicators

## IMPORTANCE



## COST



## Define the conditions for licensing paratransit workers and services

Establish a label attesting that the paratransit worker meets a certain number of quality criteria to reassure customers. Unlike formal approval, paratransit workers who do not have a label are not considered to be practising illegally (the two concepts can be combined). But obtaining a label, apart from its direct commercial impact, can be associated with a certain number of advantages (cf. 6-2)

The quality criteria are to be defined on a case-by-case basis, but may relate to the quality and age of the vehicle, the level of training of the driver, the continuity of the service, customer feedback, the absence of penalised offences, etc.

The label must be granted for a limited period (e.g. two years) and be subject to a renewal procedure.

<b>Type of paratransit involved</b>	All legal types. Ultimately, differentiated modalities can be envisaged for taxi type modes and regular service type modes.
<b>Prerequisites</b>	Existence of human and technical resources within the Organising Authority to investigate and verify the labelling process.
<b>Stakeholders</b>	Supervisory authorities, local authorities, professional representatives, and others depending on the situation (police, user representatives, etc.)
<b>Level of effort</b>	Financial effort essentially consisting of the establishment of staff responsible for the instruction and control of quality obligations.
<b>Level of importance</b>	Intermediate. Can be a first step towards legal regulation of paratransit, or a complement to licensing procedures. If well implemented, may encourage paratransit workers to make efforts to improve in order to reap the commercial benefits of the label.
<b>Points of focus</b>	Beware of the risks of misappropriation and fraudulent practices (purchase of the label, etc.). It is preferable not to embark on this path if the means of instruction and verification cannot be found (risk of loss of value of the label).
<b>Time frame</b>	Permanent. Can be implemented as part of an overall project to improve and monitor paratransit.
<b>Evaluation criteria</b>	Number of labels issued. Number of renewals. Change in market shares between labelled and non-labelled.

## LABEL

Define quality indicators and give preference to operators who meet these indicators

## IMPORTANCE



## COST



## Define the advantages granted to licensed paratransit workers

Obtaining a quality label should enable the labelled paratransit workers to benefit from a significant competitive advantage.

This advantage can be realised, for example, in terms of:

- Displaying the label on the paratransit worker's vehicles and commercial communication
- Inclusion in public directories
- Access to representation and consultation bodies
- Access rights to public facilities (bus stations, corridors) or specific service areas;
- Tax and financial benefits.

<b>Type of paratransit involved</b>	All legal types. Ultimately, differentiated modalities can be envisaged for taxi type modes and regular service type modes.
<b>Prerequisites</b>	Indissociable from the previous action. Some advantages may need to be adapted to the regulations. Ultimately, it may be necessary in some cases for the label itself to have a regulatory existence.
<b>Stakeholders</b>	Supervisory authorities, local authorities, professional representatives
<b>Level of effort</b>	The effort depends on the nature of the advantages finally retained: it is almost nil for actions linked to communication, but can be significant if it takes the form of aid or other economic advantages.
<b>Level of importance</b>	Intermediate. If significant advantages are granted to labelled paratransit workers, the leverage effect on quality and professionalism can be significant.
<b>Points of focus</b>	Beware of the risks of misappropriation and fraudulent practices (purchase of the label, etc.).
<b>Time frame</b>	Permanent. Can be implemented as part of an overall project to improve and monitor paratransit.
<b>Evaluation criteria</b>	Assessment of indirect effects of labelling, to be determined according to the benefits granted

## LABEL

Define quality indicators and give preference to operators who meet these indicators

## IMPORTANCE



## COST



## Define the procedures for monitoring and renewing the licenses

Obtaining a quality label only makes sense if the criteria for obtaining it are verified over time. It is therefore essential that the label be granted for a limited period of time, neither too short nor too long (e.g., 2 to 3 years). However, it must also be possible to verify compliance with the labelling criteria over time.

Several channels can be envisaged to ensure this monitoring:

- Random unannounced checks by staff from the organising authority;
- Analysis of customer feedback (complaints, satisfaction surveys)
- The establishment of a partnership with the police
- An obligation for the paratransit workers to regularly transmit supporting documents, etc.

<b>Type of paratransit involved</b>	All legal types. Ultimately, differentiated modalities can be envisaged for taxi type modes and regular service type modes.
<b>Prerequisites</b>	Indissociable from the two previous actions.
<b>Stakeholders</b>	Supervisory authorities, local authorities, professional representatives
<b>Level of effort</b>	Financial effort essentially consisting of establishing staff responsible for the instruction and verification of quality obligations, which varies greatly according to the monitoring methods adopted. In any case, the whole labelling process requires some human resources.
<b>Level of importance</b>	Intermediate, but essential within the "labelling" objective.
<b>Points of focus</b>	It is preferable not to embark on this path if the means of instruction and verification cannot be found (risk of loss of value of the label).
<b>Time frame</b>	Permanent. Can be implemented as part of an overall project to improve and monitor paratransit.
<b>Evaluation criteria</b>	All indicators representative of the verification method used (number of inspections, complaints, etc.). Rate of renewal of the label. Number of decisions to suspend the label.

## AUTHORISE

Control the exercise of the paratransit profession and make it subject to compliance with certain conditions

## IMPORTANCE



## COST



## Define the conditions for the approval of paratransit workers and services

The aim is to define the list of companies, paratransit workers or services authorised to carry out a paratransit activity, and thus to determine legal and illegal transport in administrative terms.

Various terms can be grouped under this heading:

- Authorisation refers rather to a simple administrative registration procedure, allowing the free exercise of one's activity, often with the simple prerequisite of compliance with legal or regulatory obligations. It may be temporary or permanent, free of charge or subject to a fee.
- Authorisation implies greater control over the conditions under which the activity is carried out and over the nature and quality of the service provided. It therefore implies in principle the preparation of a file and a project. It therefore applies more to a service than to a company or a person. It is preferably temporary in order to ensure a follow-up of the project, and is by nature rather free.
- The licence is an authorisation to carry out a carrier activity, which is characterised by a cost (a licence can be bought and resold), its non-provisional nature, and a limited number of licences in circulation. This term is more applicable to taxi type services.

These different terms may be combined: for example, a licensed taxi may apply for approval to operate a regular route using small vehicles.

<b>Type of paratransit involved</b>	All legal types. Ultimately, differentiated modalities can be envisaged for taxi type modes and regular service type modes.
<b>Prerequisites</b>	Authorisation, approval or licensing schemes already exist in many countries. This action therefore remains to be put in place in urban areas where there is no control over the exercise of the activity of paratransit workers.
<b>Stakeholders</b>	Supervisory authorities, local authorities, professional representatives
<b>Level of effort</b>	Costs of setting up and managing a system for examining and monitoring approvals, essentially human resources.
<b>Level of importance</b>	Priority. It seems very difficult to act on paratransit in the absence of a prior investigations and a census of legal activity.
<b>Points of focus</b>	May lead to an increase in clandestine transport.
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Development of the number of paratransit workers operating within a regulated framework.

**AUTHORISE**

Control the exercise of the paratransit profession and make it subject to compliance with certain conditions

**IMPORTANCE****COST**

## Define the procedures for monitoring and renewing approvals

The methods of continuous verification of licenses will vary greatly, and will be more or less cumbersome, depending on the authorisation system chosen and the nature of the conditions of exercise required of the paratransit workers. However, in all cases, monitoring procedures must be put in place to check that the conditions required at the outset are maintained over time.

These conditions may be administrative in nature (being up to date with the payment of taxes, for example), related to equipment (operating a vehicle that is less than X years old or that has undergone a regular technical inspection), or to the quality of service (compliance with the agreed timetable or operating conditions, continuity of service, etc.). They can be verified by unannounced checks, by the periodic transmission of supporting documents by the operator, by the processing of reports from customers or law enforcement agencies, in the same way as for the verification of the label (see 6-3).

Rules must also be put in place in the event of non-compliance (immediate withdrawal of approval, warning, deadline for rectification, financial penalty, etc.)

<b>Type of paratransit involved</b>	All legal types. Ultimately, differentiated modalities can be envisaged for taxi type modes and regular service type modes.
<b>Prerequisites</b>	Existence of authorisation, accreditation or licensing regimes associated with conditions of access to the profession.
<b>Stakeholders</b>	Supervisory authorities, local authorities, professional representatives
<b>Level of effort</b>	Costs of setting up and managing a circuit for examining and monitoring approvals, essentially human resources.
<b>Level of importance</b>	Priority. It seems very difficult to act on paratransit in the absence of continuous verification of the regulatory nature of the activity.
<b>Points of focus</b>	The conditions of exercise required must be adapted to the local context so as not to encourage the development of clandestine transport, and remain verifiable. It must be possible to sanction breaches in a dissuasive and proportionate manner.
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Number of licences checked (according to the type of check). Number of irregular situations detected. Number of formal approvals withdrawn.

## CONTRACT

Integrate legal paratransit into the mobility offer via agreements with the organising authority and/or the institutional carrier

## IMPORTANCE



## COST



## Determine the most suitable economic and legal model for contracted paratransit workers

The aim of contractualisation is to set out the roles and obligations of each of the contracting parties in a win-win situation. Through the contract, the Organising Authority seeks to ensure that paratransit is complementary to formal transport, which means that the functions of paratransit must be defined and the quality of service must be monitored. In addition, the paratransit operator expects to secure his/her activity and income.

The very notion of paratransit implies that the contractual model will probably be based on "risk and peril", with the paratransit worker remaining solely responsible for his/her expenses and income. However, in view of the obligations placed on him, and in order to establish a win-win relationship, the public authorities can intervene at various levels: securing the activity (guarantees of exclusivity, numerus clausus, etc.), access to services (information, digital applications, logistical support (reserved lanes, multimodal hubs, etc.), or even financial support (aid for investment or vehicle renewal, for example).

## ACTION 8 - 1

<b>Type of paratransit involved</b>	Regular services, including flexible forms of operation, but not taxi services.
<b>Prerequisites</b>	Existence of a sufficiently structured paratransit offer, both in terms of its offer (regular lines) and its professional organisation. Existence of a SUMP or a mobility development plan. Existence of a legal framework for public-private relations in the context of transport.
<b>Stakeholders</b>	Supervisory authorities, local authorities, professional representatives
<b>Level of effort</b>	Use of human and expert resources to manage the process. Resources committed to supporting the activity (see Objective 16)
<b>Level of importance</b>	Contractualisation is the most successful way of integrating paratransit into a global mobility system. In this sense, it is not necessarily appropriate for all contexts and requires a strong political and technical investment. However, it is the only way for a transport system to reach the quality standards of a developed city.
<b>Points of focus</b>	It is preferable not to embark on this process in the absence of a strong political will and technical means for steering and monitoring.
<b>Time frame</b>	The contractualisation process comes at the end of the integration process, on a well-prepared basis (organisational, technical, legal and financial).
<b>Evaluation criteria</b>	Number of contracts signed. Work units contracted (companies, jobs, vehicles, kilometres, passengers, etc.)



### Example, reference

French Guiana: departmental network partly implemented by contracting former semi-regular collective taxi lines.  
Phase 2 of the implementation of the MyCiti BRT service in Cape Town, South Africa.

**CONTRACT**

**Integrate legal paratransit into the mobility offer via agreements with the organising authority and/or the institutional carrier**

**IMPORTANCE****COST**

## Set up structures to monitor, control and assist contracts

In the same way as for the actions linked to labelling or approval, but even more crucially, the Organising Authority must put in place the human, financial and technical means to:

- Verify the proper execution of the contracts and agreements signed with the paratransit workers,
- Apply the sanctions provided for in the contract in the event of failure to comply,
- Monitor the activity and establish the necessary management charts and assessments,
- Play their role of organising authority by carrying out actions of advice, assistance, and improvement of the exercise of the activity.

The forms of organisation can be multiple and must be adapted to the context. However, the establishment of qualified staff to deal exclusively with operators, including contractual verification and advice, seems necessary in all cases.

<b>Type of paratransit involved</b>	Regular services, including flexible forms of operation, but not taxi services.
<b>Prerequisites</b>	Existence of contracts or agreements between the Organising Authority and some or all of the paratransit operators operating regular routes participating in the transport plan.
<b>Stakeholders</b>	Supervisory authorities, local authorities, professional representatives, paratransit workers.
<b>Level of effort</b>	Use of human and technical resources to carry out the tasks described above. Resources committed to supporting the activity (see Objective 13)
<b>Level of importance</b>	This is a major issue once a contractualisation or agreement process has been put in place.
<b>Points of focus</b>	The staff in charge of monitoring contracts and agreements with the paratransit workers must be highly qualified, and know how to maintain a posture that reconciles rigour and benevolence. They must of course be protected against any attempt at corruption.
<b>Time frame</b>	Permanent once contracts or agreements have been established with the paratransit operators.
<b>Evaluation criteria</b>	Ratios between the number of paratransit workers contracted and the resources (human, financial) employed. Follow-up of penalties and possible sanctions.

## PRICE

Implement a coherent, even multimodal, pricing system

## IMPORTANCE



## COST



## Establish a coherent pricing system and ticketing system with the representative organisations

The question of pricing is a central issue in the integration of paratransit. A first level of action in this respect consists of negotiating, with the paratransit operators and their representative organisations, a set of pricing principles designed to avoid overbidding on prices, whether downwards or upwards. The ways in which this action can be done, as well as their results, can be multiple. At a minimum, it may consist of setting floor and ceiling prices for each type of service. At the most, it can lead to a general tariff agreement, for example, a concentric zonal tariff.

A related but important issue is ticketing. In almost all cases, paratransit workers do not issue proof of payment. The introduction of a ticketing system can help to improve the visibility, security and traceability of the service, and can be a prerequisite for moving towards more elaborate forms of pricing. The introduction of a ticketing system is a very important lever for reforming paratransit, as the traceability of fare income makes it possible to move away from the “target system” (where the driver pays a fixed amount to the owner of the vehicle) and to move towards an operation where the driver can be salaried employee. This ticketing system can take very simple forms (receipt on a counterfoil booklet, etc.) or be more elaborate, in preparation for the implementation of a modern ticketing system.

<b>Type of paratransit involved</b>	All legal types. Ultimately, differentiated modalities can be envisaged for taxi type modes and regular service type modes.
<b>Prerequisites</b>	Knowledge of the operating accounts of the operators. Existence of channels of consultation with the operators, and preferably a form of conventional relationship (labelling, authorisation, contractualisation) allowing the sanctioning of any frauds observed. Existence of human resources to manage and verify the process.
<b>Stakeholders</b>	Supervisory authorities, professional representatives, paratransit workers, clients.
<b>Level of effort</b>	Use of human and technical resources to carry out the tasks described above. Possibly some implementation costs if they cannot be fully borne by the operators.
<b>Level of importance</b>	Variable according to the context and the level of structuring of the offer.
<b>Points of focus</b>	Beware of fraud risks. Need for regular controls by mystery clients.
<b>Time frame</b>	Permanent once the agreement has been concluded with the craftsmen.
<b>Evaluation criteria</b>	Follow-up of penalties and possible sanctions.



### Example, reference

PAMU programme (Programme d'Amélioration de la Mobilité Urbaine) in Madagascar, AFTU in Dakar.  
Accra, with zonal kilometre pricing of BRT, which corresponds to the prices of trotros in the same zones.

**PRICE**

Implement a coherent, even multimodal, pricing system

**IMPORTANCE****COST**

## Define an integrated, multimodal fare structure and ticketing system

Once a coherent pricing system has been defined, it is possible to envisage, within the framework of an urban mobility plan (SUMP or similar), the integration of paratransit into an integrated pricing system for public transport services.

Indeed, if paratransit services are entrusted (as is often and rightly envisaged) with serving isolated or outlying sectors as a feeder to the main network, multimodal integration will remain imperfect, since a customer who has to use both modes of transport successively will have to pay for two tickets, whereas a customer living close to a main line will only pay for one.

The difficulties of the undertaking are significant, since it is necessary to find a form of equalisation between the fare revenues of the formal public network and those of the paratransit network, while respecting the economic model of the paratransit workers. This implies a high degree of involvement, probably a contractualisation, or even a form of cooperation between the operator of the formal public network and the paratransit workers.

Of course, it will be necessary to look for low-tech, robust solutions that provide a sufficient level of traceability and fraud prevention.

Note: it is possible to carry out this integration only on certain products (season tickets / school season tickets / unit tickets, etc.)

<b>Type of paratransit involved</b>	Regular services, including flexible forms of operation, but not taxi services.
<b>Prerequisites</b>	Existence of consultation channels with the paratransit workers, and of a contractualisation process. Existence of human resources to manage and verify the process.
<b>Stakeholders</b>	Supervisory authorities, professional representatives, paratransit operators
<b>Level of effort</b>	This is a complex process which is likely to require both a specific technical study and a complex consultation process. Depending on the solutions chosen, more or less significant implementation costs may be expected.
<b>Level of importance</b>	The stakes are high, but the difficulties of implementation mean that few cities have been able to carry out this process successfully.
<b>Points of focus</b>	Attention should be paid to the security and reliability of the proposed solution, and in particular to the traceability of transactions and the risk of fraud.
<b>Time frame</b>	Permanent once the agreement has been concluded with the craftsmen.
<b>Evaluation criteria</b>	Volumes of multimodal transactions. Distribution of multimodal transactions between paratransit operators and formal public transport.

**Example, reference**

Under development in Dakar with TER and BRT project.

## PRICE

Implement a coherent, even multimodal, pricing system

## IMPORTANCE



## COST



## Implement interoperable ticketing

Ticketing is the set of technologies that allow the management of a service's pricing in a secure manner, by ensuring the traceability and reporting of transactions, and by allowing the implementation of elaborate pricing systems such as intermodal tickets, discount cards, etc.

In the context of paratransit, it is often too ambitious to envisage the deployment of heavy and expensive technologies such as magnetic or contactless validators. However, recent advances make it possible to envisage the implementation or development of solutions entirely managed by mobile phone, which can free both the paratransit worker and the customer from the problem of cash, while guaranteeing the security of transactions and allowing feedback.

The implementation of ticketing in cities of the South is probably not a major concern for customers. It is probably not of major interest if it is not associated with intermodal pricing. However, if a ticketing system is deployed on the core bus network (or BRT), it may be worthwhile for the Organising Authority to consider the possibility of providing paratransit workers with smartphone applications that would enable them to be integrated in the system.

<b>Type of paratransit involved</b>	Regular services, including flexible forms of operation, but not taxi services.
<b>Prerequisites</b>	<p>The implementation of an integrated ticketing system in the context of paratransit is the very last possible level of integration, and it presupposes that a high level of integration of the paratransit offer in the overarching mobility system is achieved, based on both an effective contractualisation and the implementation of financial means of action.</p> <p>An awareness-raising campaign can be deployed in the paratransit sector, especially among drivers and vehicle owners, to convince them of the usefulness of the scheme and the "win-win" aspects.</p> <p>Awareness-raising campaigns can also be deployed among users.</p>
<b>Stakeholders</b>	Supervisory authorities, professional representatives, paratransit workers
<b>Level of effort</b>	<p>This is a complex process which is likely to require both a specific technical study and a complex consultation process.</p> <p>Training may be envisaged, particularly for drivers, to familiarise them with the use of digital payment methods.</p> <p>Depending on the solutions chosen, implementation costs will be more or less significant.</p>
<b>Level of importance</b>	The introduction of a modern ticketing system can be seen as the crowning achievement of a policy to integrate paratransit into the overall mobility offer. However, it remains optional.
<b>Points of focus</b>	<p>Attention should be paid to the security and reliability of the proposed solution, and in particular to the traceability of transactions and the risk of fraud.</p> <p>The introduction of this type of system can create tensions within the sector, in particular between drivers and vehicle owners (especially when the "target system" prevails).</p>
<b>Time frame</b>	Permanent once the agreement has been adopted by the operators.

**Evaluation criteria**

Volumes of multimodal transactions. Distribution of multimodal transactions between paratransit workers and structural transport.

**Example, reference**

Example of Safoboda in Kampala and Nairobi (mobile payment and e-hailing) for motorbike taxis.

Tap&Go in Rwanda (NFC card) and Yaoundé (NFC card) for buses.

Taxify (Bolt) in Kampala, (mobile payment and e-hailing) for motorbike taxis.

Uber in Dar-Es-Salaam and Mombasa (mobile payment and e-hailing) for three-wheelers.

Gozem in Lomé (mobile payment and e-hailing) for motorbike taxis.

## Supporting the reforms

<b>Professionalise</b> - to implement activities to promote the development of operators' skills				
Actions	Importance	cost	Page number	✓
<b>10-1</b> Identify training structures	Medium	Variable	<b>51</b>	
<b>10-2</b> Set up appropriate training programmes	Medium	Medium	<b>52</b>	
<b>10-3</b> Promote the implementation of shared services	Medium	Low	<b>53</b>	
<b>10-4</b> Support the retraining of operators who cannot adapt to the new framework	High	Variable	<b>54</b>	
<b>Inform</b> - to develop information on paratransit services within a multimodal information system				
Actions	Importance	Cost	Page number	✓
<b>11-1</b> Implement communication campaigns	Medium	Low	<b>55</b>	
<b>11-2</b> Implement information tools (website, apps)	Medium	Low/Medium	<b>56</b>	
<b>11-3</b> Define and monitor operators' obligations in terms of passenger information	High	Low	<b>57</b>	
<b>11-4</b> Develop appropriate signage	/	Low	<b>58</b>	
<b>Materialise</b> - to develop places where paratransit is concentrated to improve its visibility and quality of service, develop bus stations, etc.				
Actions	Importance	Cost	Page number	✓
<b>12-1</b> Formalise and delimit the concentration points and if necessary the traffic lanes	Medium	Medium	<b>59</b>	
<b>12-2</b> Draw up specific regulations for concentration points	Medium	Low	<b>60</b>	
<b>12-3</b> Equip concentration points	Medium	Variable	<b>61</b>	
<b>Support</b> - to provide the necessary resources to help operators renew or repair their equipment, train themselves, etc.				
Actions	Importance	Cost	Page number	✓
<b>13-1</b> Implement a policy to support investment or renewal of rolling stock	Medium	Variable	<b>62</b>	
<b>13-2</b> Support or facilitate the acquisition of social protection guarantees	Medium	Low	<b>63</b>	

**PROFESSIONALISE**

Implement activities to promote the development of operators' skills

**IMPORTANCE****COST**

## Identify training structures

Identify training support for paratransit operators. Several types of trainings are appropriate for different target groups, for example:

- The organising authority or the authority in charge of managing and regulating paratransit.
- Paratransit organisations of paratransit operators (EIGs, associations, unions, cooperatives).

Such training can also be provided by external actors. In this case, the contracting structure must establish precise specifications with the organisation in charge of the training to determine the content of the training, the targeted skills enhancement, the target audience and the training methods.

On-demand transport platforms may be appropriate structures to provide such training when the public authorities delegate part of the regulation of paratransit operators to them.

<b>Type of paratransit involved</b>	All legal types. Eventually, differentiated modes can be considered for taxi and regular service modes.
<b>Prerequisites</b>	Define the expectations of the training and the audience for which it is intended.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, on-demand transport platforms.
<b>Level of effort</b>	Financial effort: variable, depending on the stakeholder that takes charge of the training. The minimum cost of a training course includes the days of work to draw up the specifications, build the content, the days of training and the follow-up. At the very least, it is necessary for the Organizing Authority to draw up or follow up the creation of the specifications. Human effort: limited. Person in charge of the follow-up of the training, and possible participation of relevant experts during the training.
<b>Level of importance</b>	Moderate.
<b>Points of focus</b>	If training is contracted, establish assessment and follow-up within the OA.
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Quality and replicability of the specifications.

## PROFESSIONALISE

Implement activities to promote the development of operators' skills

## IMPORTANCE



## COST



## Set up appropriate training programmes

The training programmes meet previously identified needs. On the basis of these needs, objectives are drawn up in terms of skills acquisition, on the basis of which the body responsible for organising the training proposes an educational model. The training may target several types of skills, for example:

- Safety rules and standards related to the quality of service defined in consultation with all stakeholders.
- Function(s) defined for paratransit as part of the SUMP.
- Fleet management, vehicle operation and maintenance.
- Business model of the paratransit activity, and the sustainable financing methods of the sector.
- Awareness of the use of digital tools, in particular when these are mobilised as part of the SUMP through GPS surveys, network and flow mapping, passenger information and ticketing.

<b>Type of paratransit involved</b>	All legal types. Differentiated modes can be envisaged for taxi type modes and regular service type modes.
<b>Prerequisites</b>	The training expectations can be defined in the SUMP (capacity building). Training needs are expressed by the different stakeholders, and can also be identified from passenger satisfaction surveys.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, on-demand transport platforms.
<b>Level of effort</b>	Financial effort: medium. It is above all a question of setting up platforms for exchange between the various players in order to bring out training needs. Training is provided internally or by specialised organisations. Human effort: limited.
<b>Level of importance</b>	Moderate. Particularly relevant in the context of professionalisation programmes.
<b>Time frame</b>	Permanent.
<b>Points of focus</b>	Conformity of the training content with the specifications. Ensure the neutrality of the trainer(s).
<b>Evaluation criteria</b>	Number of hours of training provided per type. Follow-up of the skills of the training participants. Satisfaction surveys of training participants and trainer(s).



### Example, reference

Training implemented by UCT in Cape Town, South Africa (training on economic management, regular services, and vehicle maintenance) and in Johannesburg by University of Witwatersrand on business development for operators in BRT projects (funded by the project). Skills and customer service programme implemented by the Department of Transport and National Transport Education and the Training Authority at the KwaZulu Natal Taxi and Commuter, not funded by BRT.

5-day mandatory training to join the SafeBoda digital platform in Uganda delivered in partnership with the Red Cross. The training covers safety, customer service, first aid and motorbike taxi maintenance. Drivers are required to follow a code of conduct (respecting the rules of the road, use of safety equipment, punctuality and control of vehicles).

**PROFESSIONALISE**

Implement activities to promote the development of operators' skills

**IMPORTANCE****COST**

## Promote the implementation of shared services

The setting up of professional structures aims to facilitate the pooling of resources to take charge of the renewal of vehicles but also in the longer term of common services such as:

- Central purchasing office
- Vehicle maintenance and repair
- Passenger information, etc.
- Management of bus stations
- Legal and social assistance.

<b>Type of paratransit involved</b>	All legal types, although more appropriate for regular service type modes.
<b>Prerequisites</b>	Bodies for dialogue within and between paratransit organisations.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit.
<b>Level of effort</b>	Financial effort: limited. The main aim of the local authority is to encourage the development of such initiatives. Ad hoc support may be provided, but it is never the responsibility of the authority to take this on. Human effort: limited. Advisory work can be carried out by the authorities.
<b>Level of importance</b>	Moderate. Particularly relevant in the context of professionalisation programmes.
<b>Points of focus</b>	Check that the interests of all operators are considered (avoid that one type of profession benefits from better protection), check the level of requirements of internal monitoring bodies.
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Improvement of working conditions. Extend the guarantees provided by the paratransit organisations to include the social protection of paratransit workers.



### Example, reference

Establishment of shared resources in Dakar, with MECTRANS (Mutuelle d'Épargne et de Crédit des Transporteurs, Transporters' Savings and Credit Union) and TRANSVIE (Mutuelle Sociale des travailleurs des transports, Transport Workers Social Insurance) as part of the AFTU and the rolling stock renewal programme, SENBUS for vehicle maintenance.

## PROFESSIONALISE

Implement activities to promote the development of operators' skills

## IMPORTANCE



## COST



## Support the retraining of operators who cannot adapt to the new framework

The professionalisation of the sector, the contractualisation of services, the need to renew rolling stock, the increase in formal transport offers, will inevitably lead to a reduction in the number of professionals, and to the impossibility for some to adapt to the necessary changes. This development is likely to lead to protests by professionals who will be forbidden to continue their activity, as well as to social consequences.

It is therefore necessary to implement actions to help these professionals to find new jobs, which can take various forms:

- Organisation of skills assessments, personalised assistance
- Vocational training: free or heavily subsidised training programmes for other transport professions (formal transport, goods, repairs, etc.)
- Aid or loans (micro-credit) for the creation of businesses or craft services outside transport
- Negotiation of hiring priorities in formal transport companies (after adequate training) or in sectors with reserved jobs.

<b>Type of paratransit involved</b>	All legal or semi-legal types
<b>Prerequisites</b>	Identification of the impacts of the envisaged measures and assessment of the number of professionals concerned
<b>Stakeholders</b>	State / Local authorities / Authorities in charge of the management and regulation of paratransit / Formal transport companies / Professional training organisations
<b>Level of effort</b>	Financial effort: very variable depending on the solutions chosen, but to be weighed against the cost of the social impacts. Human effort: sustained. Requires constant support and assessment.
<b>Level of importance</b>	Important if a strong (downward) evolution of the number of paratransit workers is expected.
<b>Points of focus</b>	Avoid windfall effects to ensure that the actions implemented are reserved for those who really need them.
<b>Time frame</b>	One to five years from the implementation of the measures that led to a reduction in the number of paratransit workers.
<b>Evaluation criteria</b>	Change in the number of paratransit workers. Number and proportion of paratransit workers who have been successfully retrained. Number of paratransit workers who have found job opportunities within and without the sector.



### Example, reference

Abidjan (preliminary study underway)

**INFORM**

Develop information on paratransit services within a multi-modal information system

**IMPORTANCE****COST**

## Implement communication campaigns

Mark the integration of paratransit into the overall mobility system by launching targeted communication campaigns to publicise the consistency of the services and the action of the Organising Authority in this field.

The consistency of these actions will obviously depend on the content of the policies implemented. It may involve publicising the transport services available, the rules of use, the recommended fare structure, safety measures, etc.

The forms of these campaigns can remain very simple: communication in the local media, poster campaigns, presence on social networks essentially.

<b>Type of paratransit involved</b>	All legal types, but particularly appropriate for regular services.
<b>Prerequisites</b>	Existence of a formalised policy for involvement by the Organising Authority in the organisation of paratransit. Existence of human resources capable of driving and implementing these campaigns.
<b>Stakeholders</b>	Supervisory authorities, local authorities, professional representatives, paratransit workers
<b>Level of effort</b>	Very low: free or low-cost communication methods (posters) are preferred. Communication agencies may be mobilised. The main effort is the use of human resources to design the campaigns.
<b>Level of importance</b>	Intermediate. Such campaigns will affirm the link between paratransit workers and the public service, and can be a contribution in negotiations with them.
<b>Points of focus</b>	Care should be taken to ensure that the messages are based on verifiable realities.
<b>Time frame</b>	Permanent. Can be implemented as part of an overall project to improve and monitor paratransit.
<b>Evaluation criteria</b>	Number of campaigns. Allocated budgets.

## INFORM

Develop information on paratransit services within a multi-modal information system

## IMPORTANCE



## COST



## Implement information tools (website, apps)

The Organising Authority can propose to paratransit workers the implementation of shared passenger information tools. This can take very simple forms (a telephone switchboard) or more sophisticated ones (smartphone apps, websites).

These centres will preferably be implemented and managed by organisations representing the profession, under the impetus of the Organising Authority. However, if there are no such organisations, it is possible that the Organising Authority could manage this service itself, even if it means charging an appropriate fee to paratransit workers who wish to benefit from these services.

By extension, these tools could include the reservation centres mentioned in action 3-4.

<b>Type of paratransit involved</b>	All legal types, but particularly appropriate for regular services.
<b>Prerequisites</b>	Support for the project from representative organisations. Existence of a sufficiently structured and organised offer, with quality commitments (at least: labelling)
<b>Stakeholders</b>	Supervisory authorities, local authorities, professional representatives, paratransit workers
<b>Level of effort</b>	Low to moderate. Most of the effort is focused on the human resources used. Technological solutions (automation of SMS sending, apps, etc.) can be envisaged at relatively low cost.
<b>Level of importance</b>	Intermediate. Such tools can provide a real service to paratransit workers, improve the visibility of the service, and show the involvement of the Organising Authority.
<b>Points of focus</b>	Beware of the risk of fraud on the part of paratransit workers, and of monitoring the quality of service if the system is managed by an organisation originating from the paratransit workers.
<b>Time frame</b>	Permanent. Can be implemented as part of an overall project to improve and monitor paratransit.
<b>Evaluation criteria</b>	Number of affiliated paratransit workers. Number of reservations. Number of complaints.

**INFORM**

Develop information on paratransit services within a multi-modal information system

**IMPORTANCE****COST**

## Define and monitor operators' obligations in terms of passenger information

The Organising Authority can require paratransit workers, in particular as part of a labelling, approval or contractualisation procedure, or simply to be able to access certain places, to put in place a defined level of passenger information. For example: destination signs, indication of departure times, display of fares, publication of a flyer giving the main information on the service provided.

The obligations requested must of course be adapted to the environment concerned, and not create constraints that paratransit workers could not fulfil. It is possible to deliver valuable information with a simple slate or white cardboard panel.

Of course, the application of these obligations should be monitored over time, and sanctions should be provided for in the event of non-compliance.

<b>Type of paratransit involved</b>	All legal types, but particularly appropriate for regular services.
<b>Prerequisites</b>	Preferably, an existing labelling, authorisation or contractualisation system. Human control resources (integrated into the control resources of the labelling, authorisation or contractualisation system)
<b>Stakeholders</b>	Supervisory authorities, local authorities, professional representatives, paratransit workers
<b>Level of effort</b>	Low or very low.
<b>Level of importance</b>	Essential. This simple measure can shift the relationship between the Authorities, paratransit workers and the customer base.
<b>Points of focus</b>	This measure must be negotiated beforehand with paratransit workers or representative bodies.
<b>Time frame</b>	Permanent. Can be implemented as part of an overall project to improve and monitor paratransit.
<b>Evaluation criteria</b>	Compliance rate of controls. Number of sanctions for failure to display signs.

## INFORM

Develop information on paratransit services within a multi-modal information system

## IMPORTANCE



## COST



## Develop appropriate signage

The absence of signs dedicated to paratransit weakens travel conditions and road safety for all city dwellers.

Signage adapted to the existing paratransit mode(s) must be deployed around assembly points and railway stations, and more generally in the city.

The signage is aimed at pedestrians, so that they are aware of the activity and traffic of paratransit vehicles. It is also aimed at paratransit operators, to determine their placement on the road, traffic and parking conditions, and passenger loading/unloading procedures, particularly on busy roads.

<b>Type of paratransit involved</b>	All legal types. Eventually, differentiated modes can be considered for taxi and regular service modes.
<b>Prerequisites</b>	Identify points of conflict and insecurity for pedestrians and transport users.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, paratransit organisations.
<b>Level of effort</b>	Financial effort: restricted, if necessary, deployment of appropriate signs and signage. Human effort: limited. Developers and technicians to identify and implement appropriate signage, law enforcement to enforce signage.
<b>Level of importance</b>	To be assessed according to the local context.
<b>Points of focus</b>	Check that the signage deployed is understandable to all road users.
<b>Time frame</b>	Occasional.
<b>Evaluation criteria</b>	Decrease in the number of accidents and conflicts of use generated by paratransit operators or in/around paratransit sites.

**MATERIALISE**

Develop places where paratransit is concentrated to improve its visibility and quality of service, develop bus stations, etc.

**IMPORTANCE****COST**

## Formalise and delimit the concentration points and if necessary the traffic lanes

Identify and make a typology of the assembly points in the stations according to their function: loading/unloading of passengers, parking, maintenance and servicing of vehicles, waiting during off-peak hours, etc.

Depending on the functions identified, provide for appropriate (physical) delimitations and arrangements: delimit vehicle access from traffic lanes, mark pedestrian paths and crossings, mark passenger traffic flows with floor markings, mark short term (passenger loading/unloading) and long-term parking spaces, vehicle cleaning and maintenance spaces, garage spaces. Delimited spaces for shops can also be identified and demarcated. Signage is present at the entrance and exit of the site.

Boundaries are visible with floor markings (if the space is paved) and appropriate vertical signage.

<b>Type of paratransit involved</b>	All legal types, although more appropriate for regular service type modes.
<b>Prerequisites</b>	Collected data.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, paratransit organisations.
<b>Level of effort</b>	Financial effort: medium (inexpensive road markings, more signage). Human effort: medium, a small team of technicians is used in the field to identify the assembly points and stations and their function(s), and then to make the necessary markings and delimitations.
<b>Level of importance</b>	Medium.
<b>Points of focus</b>	The number, location and function of assembly points and stations may shift rapidly and new sites may appear. It is necessary to carry out a regular (at least once a year) field survey to identify the points and stations and verify their function(s).
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Improved travel conditions within the (assembly) points and stations, improved traffic conditions for vehicles, reduced number of incidents.

**Example, reference**

Dedicated traffic lanes for minibuses in eThekweni (Durban), South Africa.

**MATERIALISE**

Develop places where paratransit is concentrated to improve its visibility and quality of service, develop bus stations, etc.

**IMPORTANCE****COST**

## Draw up specific regulations for concentration points

Based on the identified functions of each station/assembly point, establish the mode of operation of the site and the regulatory requirements.

The site regulations are then developed with the stakeholders. Depending on the level of formalisation of the paratransit organisations and the existing forums for dialogue with the local authorities, the regulations can be drawn up in the framework of a consultation or co-construction process, if possible, in order to involve, as much as possible, the actors who will be in charge of the management of the site at a later stage.

<b>Type of paratransit involved</b>	All legal types, although more appropriate for regular service type modes.
<b>Prerequisites</b>	Identification of the functions of assembly points and stations.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, paratransit organisations.
<b>Level of effort</b>	Financial effort: limited. Human effort: means, technical and consultation team used.
<b>Level of importance</b>	Medium.
<b>Points of focus</b>	This action is implemented each time a new site is identified, or when the need is expressed by users or parties in charge of managing a site. Assembly points can give rise to unregulated and undesirable revenue-raising practices by third parties (access controls, commoditisation of sites, etc.) It is therefore important that the management systems put in place take into account all existing practices and that the managing organisations are able to control them.
<b>Time frame</b>	Recurrent.
<b>Evaluation criteria</b>	Consistent regulatory framework. Applicability of this regulatory framework.

**Example, reference**

Development of schimo regulations in Dar Es Salaam, where motorbike taxis are grouped. Operators form associations based on their use of the schimo (or camp), and apply to the local authorities, the mtaa, for permission. Regulation is then co-produced by the operators and the authorities, who thus recognise the operators' mode of operation.

**MATERIALISE**

Develop places where paratransit is concentrated to improve its visibility and quality of service, develop bus stations, etc.

**IMPORTANCE****COST**

## Equip concentration points

Based on the identification of the functions of each site, assess the needs in terms of the existence of loading/unloading points for passengers (platforms), waiting and comfort areas for passengers, parking and maintenance areas for vehicles, premises for the paratransit organisations in charge of the management of the site, shops.

Based on the stakeholders of each site, establish a list of equipment needs and priorities.

Depending on the decisions taken to equip the site, define by consultation who has maintenance and upkeep responsibilities and what these responsibilities entail.

<b>Type of paratransit involved</b>	All legal types, although more appropriate for regular service type modes.
<b>Prerequisites</b>	Identify the functions of each site and the budgetary capacities available to the OA.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, paratransit organisations.
<b>Level of effort</b>	Financial effort: variable, depending on needs, but can be significant. Human effort: limited, team to list needs, organise and lead consultation. Verify with technicians the maintenance needs of the equipment in order to pass them on to the actors who are responsible for them.
<b>Level of importance</b>	Medium.
<b>Points of focus</b>	Check that the equipment funded is distributed equally (or fairly) between the different sites. Avoid that one category of users or some paratransit operators may feel disadvantaged.
<b>Time frame</b>	Recurrent.
<b>Evaluation criteria</b>	Use and maintenance of equipment.

**Example, reference**

Pilot project in Cape Town (Mitchell's Plain area), with a station equipped and maintained by the operators. They benefit from this, including revenue from the station's advertising panels.

Also an example from Cape Town (Wallacedene area) with a minibus station equipped with solar panels by the municipality to provide water and electricity at lower cost.

## SUPPORT

Provide the necessary resources to help operators renew or repair their equipment, train themselves, etc.

## IMPORTANCE



## COST



## Implement a policy to support investment or renewal of rolling stock

The organising authority assists paratransit workers in obtaining loans from external investors or donors. This involves the provision of support in administrative procedures, monitoring of procedures and even advisory services. In some cases, the OA can guarantee the solvency of paratransit workers and advocate vis-à-vis donors.

More broadly, the government can implement fiscal or customs measures aimed at lowering the cost of acquiring equipment for professionals (lowering customs duties, deferring payment of VAT, etc.).

<b>Type of paratransit involved</b>	All legal types, although more appropriate for regular service type modes.
<b>Prerequisites</b>	Existence of dialogue and discussion forums between the OA and paratransit organisations.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, paratransit organisations.
<b>Level of effort</b>	Financial effort: variable (limited if it is a matter of accompanying the procedures, substantial if the OA commits financial resources). Human effort: medium. Establishment of a monitoring team, advocacy by the OA's executives vis-à-vis the donors.
<b>Level of importance</b>	Medium.
<b>Points of focus</b>	The Organising Authority probably does not have to grant loans directly. However, its assistance and support to paratransit workers is important to encourage the renewal of rolling stock and thus improve quality of service and safety conditions.
<b>Time frame</b>	Permanent
<b>Evaluation criteria</b>	Obtaining loans or integrating paratransit workers into fleet renewal programmes financed by donors.



### Example, reference

Support from CETUD in Senegal to obtain a revolving fund for the 3<sup>rd</sup> phase of renewal of the fast buses.

## SUPPORT

Provide the necessary resources to help operators renew or repair their equipment, train themselves, etc.

## IMPORTANCE



## COST



## Support or facilitate the acquisition of social protection guarantees

The Organising Authority assists paratransit workers to facilitate the acquisition of social guarantees. This involves promoting dialogue internally, so that paratransit workers can express their views on their working conditions and needs to paratransit organisations, and as directly as possible to the Organising Authority.

The Organising Authority can set up a monitoring team to facilitate the obtaining of certain rights and guarantees (e.g., health insurance). The OA can also have an advocacy activity and act as guarantor for companies or institutions to obtain guarantees at advantageous rates, for example from insurance companies.

<b>Type of paratransit involved</b>	All legal types, although more appropriate for regular service type modes.
<b>Prerequisites</b>	Existence of dialogue and discussion forums between the OA and paratransit organisations.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, paratransit organisations.
<b>Level of effort</b>	Financial effort: limited, the OA does not commit funds directly. Human effort: medium. Establishment of a monitoring team, advocacy by OA executives with institutions and companies (mutuals, insurance).
<b>Level of importance</b>	Medium.
<b>Points of focus</b>	Existence of a monitoring unit within the professional structures to ensure the renewal of acquired social coverage.
<b>Time frame</b>	Occasional.
<b>Evaluation criteria</b>	Obtaining social coverage at advantageous rates.

## Ensuring the implementation of reforms

**Inspect** - to implement means of inspection and sanctions against the illegal practice of paratransit

	Actions	Importance	Cost	Page number	✓
<b>14-1</b>	Define the prerogatives of law enforcement agencies, identify the authorities in charge of inspection	High	Medium	<b>65</b>	
<b>14-2</b>	Establish regular inspection procedures	Medium	Low	<b>66</b>	
<b>14-3</b>	Set up human and technical resources for inspection by the organising authority	Medium	Medium	<b>67</b>	
<b>14-4</b>	Set up an action protocol with the police	Medium	Low	<b>68</b>	

**Fund** - to ensure the functioning of the authorities responsible for regulating the sector

	Actions	Importance	Cost	Page number	✓
<b>15-1</b>	Find funding mechanisms for the organising authority	High	/	<b>69</b>	
<b>15-2</b>	Check the sustainability of funding	High	Low	<b>70</b>	

## INSPECT

Implement means of inspection and sanctions against the illegal practice of paratransit

## IMPORTANCE



## COST



## Define the prerogatives of law enforcement agencies, identify the authorities in charge of inspection

Clarify which authorities and bodies are involved in the implementation of urban transport regulations.

Define clear mandates for each of these authorities and bodies, including the prerogatives and sanctions that can be applied.

Limit as much as possible the imposition of sanctions that require immediate cash payment at the time of enforcement. Facilitate the traceability of the payment of sanctions.

Establish an internal control authority to prevent corruption and misappropriation by enforcement officers and to ensure that controls are carried out according to defined procedures.

<b>Type of paratransit involved</b>	All legal types. Eventually, differentiated approaches can be considered for taxi and regular service modes.
<b>Prerequisites</b>	Existence of clear regulations concerning the different types of sanctions and the way they are paid. A system for tracing payments.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit.
<b>Level of effort</b>	Financial effort: medium. May need to set up adapted payment systems. Investment that can be made profitable by avoiding the capture of fines by corrupt officials. Human effort: medium. Establishment of an internal control authority.
<b>Level of importance</b>	Significant.
<b>Points of focus</b>	Check the existence of the necessary funding to carry out monitoring and control activities internally.
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Complaint system available to paratransit actors to prevent abusive control practices. Follow-up of revenues generated by fines.



### Example, reference

Massive corruption in Kenya by police officers, failure of urban transport project. Existence of "mange-mille" policemen in Cameroon [reference to the customary bribe of 1000 CFA]. Dismissal of hundreds of police officers in Dakar in 1987 who used to extort money from paratransit workers.

## INSPECT

Implement means of inspection  
and sanctions against the illegal  
practice of paratransit

## IMPORTANCE



## COST



## Establish regular inspection procedures

Establish regular inspection procedures to verify compliance with the regulations. These inspection procedures concern in particular:

Approval of operators by the authorities (authorisation, licence, contract, etc.)

Compliance with the “highway code” type of legislation by the police.

The operation of vehicle inspection centres, to check their operation, the reliability of the data transmitted and their ability to meet demand.

The maintenance, development and management of stations and assembly points by the organisations in charge, and the management of the fleet by the operators.

Work inspection, to check that working conditions are respected by the operators.

<b>Type of paratransit involved</b>	All legal types. Eventually, differentiated approaches can be considered for taxi and regular service modes.
<b>Prerequisites</b>	Coordination between the different services concerned (law enforcement, monitoring unit within the Organising Authority, lawyers). Communication with the different actors to avoid the inspection procedures being perceived as punitive.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit.
<b>Level of effort</b>	Financial effort: limited. Human effort: medium. Regularly use technicians and managers to prepare, carry out and report on inspection operations.
<b>Level of importance</b>	Medium.
<b>Points of focus</b>	Inspection procedures must be carefully monitored internally to prevent any attempt at corruption or circumvention of regulations. They should be complementary to law enforcement actions (no “double jeopardy”) (action 14.1). Check how operators pay the fine, if any (example of Kenya where the fine is passed on to passengers).
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Issuing sanctions, although this should not result in a race to the finish. Creation of a dedicated unit within the Organising Authority to carry out visits, controls and monitor indicators (number of licences granted, number of vehicles in circulation, etc.).

**INSPECT**

Implement means of inspection  
and sanctions against the ille-  
gal practice of paratransit

**IMPORTANCE****COST**

## Set up human and technical resources for inspection by the organising authority

Creation of a dedicated unit within the Organising Authority to carry out visits, inspections and monitor indicators (number of licences granted, number of vehicles in circulation, etc.).

Some specific aspects can be outsourced, but it is recommended to have an internal body in charge of monitoring compliance with the regulations. This unit should have the necessary human and material resources (access to computer equipment to monitor and store information) and can work in conjunction with the teams in charge of building and feeding the paratransit dashboard/observatory.

This unit also ensures the traceability of sanctions issued to limit the risk of repeated offences by operators.

<b>Type of paratransit involved</b>	All legal types. Eventually, differentiated approaches can be considered for taxi and regular service modes.
<b>Prerequisites</b>	Creation of a dashboard/observatory for paratransit.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit.
<b>Level of effort</b>	Financial effort: medium. Computer equipment, data storage. Human effort: significant. Team of several technicians and managers with a good knowledge of the regulations and the functioning of the paratransit sector.
<b>Level of importance</b>	Medium.
<b>Points of focus</b>	Storage and updating of information. The unit's tasks should be clearly identified.
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Construction and updating of indicators, traceability of sanctions.

**INSPECT**

Implement means of inspection  
and sanctions against the ille-  
gal practice of paratransit

**IMPORTANCE****COST**

## Set up an action protocol with the police

A protocol can be established with the police to optimise security conditions. In this approach, law enforcement has a role as a “facilitator” rather than a “inspector” of the paratransit activity.

The protocol can then involve:

Assistance in managing the flow of passengers during peak hours, particularly as this is also the time when petty crime (pickpocketing) occurs.

Security at assembly points and stations, particularly at night and during opening/closing times.

Protection of operators who are sometimes the target of theft (cash in vehicles).

Management of pedestrian and traffic flows around assembly points and stations.

<b>Type of paratransit involved</b>	All legal types, although more appropriate for regular service type modes.
<b>Prerequisites</b>	Bodies for dialogue between operators and law enforcement representatives.
<b>Stakeholders</b>	Local authorities/ Authorities in charge of the management and regulation of paratransit, paratransit organisations.
<b>Level of effort</b>	Financial effort: limited. Human effort: moderate. Integrate the management and monitoring of paratransit sites into law enforcement missions.
<b>Level of importance</b>	Moderate.
<b>Points of focus</b>	Check that there are no conflicts of interest, power struggles or informal agreements between operators and law enforcement.
<b>Time frame</b>	Permanent.
<b>Evaluation criteria</b>	Improved safety conditions for passengers and pedestrians, improved traffic conditions around stations.

## FUND

Ensure the functioning of the authorities responsible for regulating the sector

## IMPORTANCE



## COST



## Find funding mechanisms for the organising authority

To guarantee the existence of the Organising Authority and its activities, sustainable sources of funding must be identified.

These resources can be:

- **Fares:** user payments for transport services. In most paratransit services, however, this source of income does not accrue to the Organising Authority but is collected and retained by the paratransit operators
- **Fiscal:** direct funding from the state and/or local government budget.
- **Parafiscal:** introduction of dedicated taxes, for example on fuel, licences, tickets sold, real estate transactions, or even on economic activities (e.g., *Versement Mobilité*, (mobility contribution) in France)
- **External:** financing and loans obtained from international donors and cooperation organisations, particularly “climate” financing

The importance of this funding obviously depends on the role assigned to the Organising Authority, depending on whether it is limited to organisational, planning and control functions or whether it is called upon to carry out certain investments or provide certain aid.

Whatever funding mechanisms are chosen, it must be explained to the population how this will enable measures and projects to be carried out that will lead to improved travel conditions.

<b>Type of paratransit involved</b>	All legal types.
<b>Prerequisites</b>	Definition of the OA's prerogatives and competences and legal transcription. Of course, if “formal” transport also exists, the issue encompasses the whole transport system.
<b>Stakeholders</b>	Organising authority, assistance and advice by specialised consultancies.
<b>Level of effort</b>	Financial effort: the establishment of new financial resources can be used for their operationalisation. Human effort: significant. Internal audit to identify all the internal needs of the local authority and the OMA. Search for appropriate sources of funding (financial skills and legal expertise required).
<b>Level of importance</b>	High. This is essential to ensure the existence and sustainability of the OA and to gain the trust of partners.
<b>Points of focus</b>	Make sure to anticipate the needs that may exist after the project starts, to ensure its implementation and monitoring (also, anticipate how the investment and operating budgets will be covered, the revenue allocated to each action, the financing of the debt associated with a loan - if applicable, what grants are possible, etc.).
<b>Time frame</b>	Occasional, prior to the start of the project, and then needs to be reassessed regularly.
<b>Evaluation criteria</b>	Good financial management of the OA, balanced budget/debt control.



### Example, reference

CETUD in Dakar, Agadir Mobility in Agadir, AMUGA in Abidjan

**FUND**

Ensure the functioning of the authorities responsible for regulating the sector

**IMPORTANCE****COST**

## Check the sustainability of funding

The OA's financing needs may change, particularly in the context of the implementation of new projects involving paratransit (especially if this involves changing the size of the OA in terms of human resources, for example).

An audit should then be carried out to assess existing needs and related funding possibilities.

In the event that funding sources prove insufficient, a reform of previously established funds should be undertaken and alternative funding mechanisms found.

<b>Type of paratransit involved</b>	All legal types.
<b>Prerequisites</b>	Established funding sources, access to data for auditing.
<b>Stakeholders</b>	Local authorities, with the help of specialised structures to conduct audit.
<b>Level of effort</b>	Financial effort: limited (experts). Human effort: limited. Provision of information to the structure in charge of the audit during the mission, application of the main results afterwards.
<b>Level of importance</b>	High. Essential step to ensure the existence and sustainability of the OA.
<b>Points of focus</b>	Implementation of audit recommendations.
<b>Time frame</b>	Occasional, especially when new transport projects are implemented, or when the OA needs to increase its human resources.
<b>Evaluation criteria</b>	Good financial management of the OA, balanced budget/debt control.

**Example, reference**

Funding reform underway in Dakar, with the Urban Transport Development Fund in Dakar.

