

Dakar, Senegal

Partner city

Status of the project: Completed Sustainable Urban Mobility Plan & ongoing implementation support



Basic Information

Urban area (Dakar Region): 550 km²

Population: 4,042,225 (2022) | Growth rate: +2.8%

Country capital city

GDP per capita: USD 1,636 (2021)

Modal Shares (in 2015)

Walking: 70%

Formal public transport: 11.7 %

Informal public transport (minibuses): 6.8 %

Informal collective taxis: 3.5 %

Private cars: 4.2 %

Formal Taxis: 3.0 %

Private motorbikes or 2-wheelers: 0.8%

GHG emissions per capita: 0.6 tCO₂eq at national level in 2016 and 2.1 tCO₂eq/capita in Dakar

Exposure to climate change: MEDIUM

Context

The Dakar region is a fast-growing conurbation that includes the cities of Dakar, Guédiawaye, Pikine, and Rufisque. It is home to over 4 million people and accounts for 25% of the country's population and 50% of the urban population. The population is expected to reach 5 million by 2030, with a growth rate twice as high as in the past 30 years.

The high population density of the region (7 350 inhabitants/km²) masks significant disparities between urban areas and territorial imbalances due to the peninsula's geography and uncontrolled urbanisation. The concentration of jobs in Dakar city centre leads to pendular mobility, and income inequality between Dakar and suburban cities increases the use of private vehicles.

The limited space in Dakar and road congestion have led the government to pursue ambitious urban projects outside the current agglomeration, such as the Diamniadio urban pole, which is planned to be the future administrative centre of Senegal.

Walking is the most common mode of transportation, accounting for 70% of trips, but it is imposed rather than chosen due to the absence or poor condition of sidewalks and obstacles from larger roads. Cycling is hindered by a lack of infrastructure and unsafe road conditions, encouraging a shift to private vehicles.

Public transportation options in Dakar include the public operator Dakar Dem Dikk (DDD) with 42 standard bus lines, 14 private operators with 64 minibus lines under the AFTUs, informal minibus operators, and Clondo taxi operators. In addition, since 2023, the Express Regional Train (TER) has been operating on the corridor of the former "Petit Train de Banlieue" between Dakar downtown and the Blaise Diagne International Airport located in Diamniadio at a 36 km distance. Finally, a BRT line between Dakar downtown and the Guédiawaye suburb has been operating since 2024, and the extension of the TER beyond the airport is under construction.

The total number of trips within the region of Dakar stands at 3.36 trips per person on average on weekdays. Of these trips, 1.0 trips are made using motorised modes.

The Conseil Exécutif des Transports Urbains de Dakar (CETUD) manages mobility in Dakar and is responsible for piloting public transport (while the TER is under the APIX mandate) and implementing a transport master plan. CETUD's mission is to organise and regulate urban transport and promote healthy competition by state policies. CETUD has revised its transport master plan with the support of the MobiliseYourCity partnership to create a Sustainable Urban Mobility Plan (SUMP) for 2020-2035.

CETUD has the mandate and responsibility to manage public transport, under the direct authority of the Ministry of Infrastructure. Systems and procedures are in place to monitor, evaluate and report on urban mobility.

Support from the Partnership - Mobility Planning

Project description

Technical Assistance: Sustainable Urban Mobility Plan (SUMP)

Funded by: FFEM

Funding amount: EUR 400,000

Implemented by: AFD: supported the elaboration of a SUMP for the Dakar metropolitan area, contracted and managed by the local mobility authority, Conseil Exécutif des Transports Urbains de Dakar (CETUD)

Local counterpart: Conseil Exécutif des Transports Urbains de Dakar (CETUD)

Supported activities:

Update the existing urban mobility plan into a SUMP, which:

- Builds upon existing studies, plans and documents
- Is aligned with the national urban mobility strategy
- Is the result of a participatory process
- Is ready to be adopted by the CETUD and the relevant authorities

Status of the SUMP development process

Project start date: 2020 Q2

SUMP development completion date: April 2023

SUMP adoption status: Not legally adopted yet¹

Completed outputs:

- Evaluation of the existing transport master plan report
- Inception report
- Diagnostic report
- Scenario and financing report
- Vision, objectives, and action plan of the SUMP
- Monitoring and reporting of the SUMP
- Reports about the participatory process of the SUMP

¹ A general synthesis of Dakar SUMP can be found on <https://www.mobiliseyourcity.net/dakar-general-summary>

SUMP key measures and cost estimates

The following table highlights the most significant measures identified in the SUMP.

Measure	Cost Estimate (EUR)
• Reserving rights of way for the development of the TCSP network and active modes of transport	Million EUR 225.3
<ul style="list-style-type: none"> • Organisation of events and participative activities on active modes of transport • Creation of a cycle lane near UCAD • Updating the technical inspection centre and introducing environmental constraints • Organisation and management of mobility events in Diamniadio • Taking gender into account in the provision and management of mobility • Taking account of PRMs in mobility provision • Open data for public transport data 	Million EUR 8.8
<ul style="list-style-type: none"> • Communication campaigns on the SUMP • Restructuring of the CAPTRANS system • Implementation of a programme to extend the number of air quality measurement stations • Setting up a mobility/urban planning coordination body • Opportunity study for a TOD on Grande Médine • Management of motorbike taxis • Establishment of a consultation framework for possible changes to the SUMP • Setting up a vehicle pound 	Million EUR 12.1
• Road safety study for the urban area	Thousand EUR 335.4
• Organisational support for CETUD's growth	Thousand EUR 76.2
• Reform of the urban transport financing model	Thousand EUR 76.2
<ul style="list-style-type: none"> • Strategic traffic plans • Accessibility study of the Daga Kholpa area • Update of the multimodal accessibility study for the Diamniadio area • Multimodal accessibility planning study for the airport sector • Accessibility study for areas undergoing urbanisation 	Thousand EUR 792.7
<ul style="list-style-type: none"> • Strategic plan and works upgrade for multimodal hubs • Operational study to improve urban bus stations 	Million EUR 34.7
<ul style="list-style-type: none"> • Network restructuring study, second round • Setting up a working group on intermodal ticketing • MAAS study and development of services • Opportunity study for a maritime transport network 	Million EUR 2.2
• Feasibility study and construction of TCSP lines	Billion EUR 1.2
• Strategic study and works upgrades on cycling routes	Million EUR 53.4
<ul style="list-style-type: none"> • Public space charter • Study on the management of on-demand modes using digital platforms • Study of active mode crossings on infrastructure with capacity (N1, A1, VDN) 	Thousand EUR 640.3
• Pedestrian master plan and works upgrade	Million EUR 70.7
• Feasibility studies	Million EUR 1.0
• Operationalisation of the goods flow management study	Million EUR 14.3
<ul style="list-style-type: none"> • Feasibility study on setting up a parking system for the conurbation • Training in traffic management and initial analysis of the current situation 	Million EUR 3.6
TOTAL SUMP	Billion EUR 1.6

SUMP Finance leverage

Leveraged financing (resulting or enabled by the SUMP preparation process)

Description	Source of financing	Secured	Amount
Grant to upgrade Dakar's Public Transport Network ²	EU, BMZ	Secured	53.3 M EUR
Loan to upgrade Dakar's Public Transport Network	EU, AFD	Secured	EUR 267 M EUR ³

Associated financing

Description	Source of financing	Secured	Amount
TER Dakar	IFIs financing: AfDB, AFD, IsDB, French Gov	Secured	853,00
BRT Dakar	World Bank WB financing (300 MUSD)	Secured	273,00
TER Dakar	IFIs financing: AfDB, AFD, IsDB, French Gov	Secured	172,00
Street shaping for feeder buses		Planned	60,00
BRT Dakar	PPP (PSP = 50 to 90 MUSD)	Secured	55,00
Purchase of feeder buses		Planned	40,00
BRT Dakar		Secured	35,00
BRT Dakar	GCF financing (30 MUSD)	Secured	27,00

Core indicators baseline and impact

Indicator	Impact 2030 (SUMP vs BAU)	Baseline – 2015	Projected 2035 BAU scenario	Projected 2035 SUMP scenario
Total annual GHG emissions (Mt CO₂eq)	0.2 Mt CO ₂ eq	0.924 Mt CO ₂ eq	1.4 Mt CO ₂ eq	1.2 Mt CO ₂ eq
Annual transport-related GHG emissions per capita (kg CO₂eq)	N/A	243 kg CO ₂ eq	368.2 kg CO ₂ eq	315.7 kg CO ₂ eq
Modal share Increase of the modal shares of trips by public transport and cycling		Walking: 70%		Walking: 55%
		Cycling: 0%		Cycling: 3%
		Personal cars: 3%		Personal cars: 9%
		Motorised two-wheeler: 1%		Motorised two-wheeler: 2%
		Taxi: 2%		Taxi: 2%
		TC has TCSP: 23%		TC has TCSP: 17%
		TCSP: 0%		TCSP: 10%
Road safety Decrease in traffic accidents in the urban area, per 100,000 inhabitants		165 accidents / 100,000 inhabitants		95 accidents/100,000 inhabitants

² The grant is part of a Team Europe approach project by the EU, EIB, KfW, AFD and including a loan for 267 M EUR - <https://www.eib.org/en/press/all/2023-081-global-gateway-team-europe-joins-forces-with-senegal-for-cleaner-safe-and-affordable-transport-in-dakar>

³ EUR 166.9 million from EIB guaranteed by the European Commission through EFSD+ with an amount of EUR 15 million and EUR 100 million from AFD

Insights from practice: lessons learned from the SUMP development process

CETUD is a highly qualified technical institution able to oversee mobility projects in Dakar

One specificity of the Dakar SUMP is that the CETUD was the contracting authority for the SUMP study (not AFD). A delegation agreement was signed between AFD and CETUD for this purpose. This was possible because CETUD is quite a mature mobility authority with rather skilled staff. The CETUD was very much involved in monitoring the SUMP, more than usual SUMP. This was possible because CETUD is a mature mobility authority and because they were the contracting authority of the SUMP study.

In a highly congested city, collaboration with paratransit operators is crucial for transformation

The road network in the densely populated districts of Dakar is already under pressure under the current motorisation rates. At the same time, most trips are still taken by foot as large parts of the population cannot access or afford public transport. In this context, the collaboration of CETUD with paratransit operators to support the professionalisation and upgrading of their buses and the planned development of the BRT system feed into the SUMP process. Approaches for increasing a multi-modal transport system that focuses on public transport also include developing a fare system adjusted to the household income and improving conditions for walking and cycling.

A robust participatory process along SUMP development increased citizens' ownership of the project

Throughout the SUMP process, the responsible committees and the SUMP task force firmly focused on involving diverse stakeholders in the plan's development. Workshops were conducted with private and institutional actors as well as the population. The topics of the workshops covered a wide variety of SUMP-related issues, including the sharing of roads and the importance of gender for transport. The results from the diagnosis were also presented during a public event to collect feedback on the outcomes. The success of these participatory events is visible through the acknowledgement that the SUMP was able to gain. While the urban mobility plan from 2007 was unknown to some stakeholders, their involvement in preparing the SUMP led to an increased awareness of the plan's aims.

Urban planning and transport planning go hand in hand as part of the SUMP

Urban development is a crucial driver for the increasing demand for transport in Dakar. Differences in the density among urban districts influence mobility and transport systems. To effectively integrate land use and transport planning, the Ministry of Urban Planning is an essential partner in the SUMP development and has been involved from the start. The objectives of the urban master plan (Dakar 2035) directly feed into the SUMP process. Especially in the less densely populated districts in the outskirts of Dakar, the SUMP aims to focus on developing compact city structures according to the principles of the 15-minute city.

Perspectives for SUMP implementation

The Sustainable Urban Mobility Plan of Dakar was finalised in April 2023.

CETUD (under the bus priority project financing) is planning to conduct several studies in the follow-up of the SUMP process: a new households survey, road safety action plan, analysis of public transport tariffs, study on public transport financing, elaboration of public space design guidelines, traffic study for Dakar city centre within others.

However, the recent change in government has introduced uncertainty regarding the future of the SUMP.

Support from the Partnership – Implementation Support

Project description

Technical Assistance: Sustainable Urban Mobility Plan (SUMP) implementation - MoVe – Green Mobility in Senegal⁴

Funded by: BMZ

Funding amount: EUR 5,000,000

Implemented by: GIZ

Local counterpart:

- **Political Partner** : Ministère des Infrastructures et des Transports Terrestres et du Desenclavement (MITTD)
- **Implementing partner** : Conseil Exécutif des Transports Urbains Durables (CETUD)

Supported activities:

- Developing strategies for walking and cycling
- Creating action plans for active and pedestrian mobility
- Preparing a green corridor in Dakar
- Providing training on cycling practices
- Implementing a pilot bike-sharing project

Status of the project implementation

Project start: 2024 Q1

Expected project completion: Q1 2027

Main SUMP Implementation challenges

Interinstitutional coordination is key to project success.

The Mobilité Verte (MoVe) Senegal project in Dakar faces institutional challenges typical of establishing sustainable transport systems in rapidly growing urban environments. The project requires close collaboration between multiple entities, with the German International Cooperation (GIZ) leading implementation for the German Federal Ministry for Economic Cooperation and Development (BMZ). Locally, the Ministry of Infrastructure, Land Transport, and Decentralization (MITTD) serves as the political counterpart, while the Executive Council for Sustainable Urban Transportation (CETUD) plays a key role as the implementing partner. This partnership highlights the importance of cooperation across institutional levels to meet rising transport demands sustainably.

⁴ https://www.giz.de/projektdaten/projects.action?request_locale=de_DE&pn=202322162

Takeaways on SUMP implementation support

Walking and cycling should be included in the early stages of mobility planning processes

Early observations from the MoVe Senegal project underscore the value of integrating sustainable transportation modes into city planning. Establishing active mobility as a priority in Dakar's transport planning has proven essential for improving accessibility and meeting the needs of active mobility users. This initiative emphasises how planning for active mobility can improve urban transport conditions, benefiting residents and the environment.

Way forward

Moving forward, the MoVe Senegal project aims to embed active mobility as a central element of transport planning in Dakar. This approach addresses current mobility challenges and sets a foundation for expanding sustainable transport options throughout the Dakar metropolitan region. The continued collaboration among GIZ, MITTD, and CETUD will be crucial for maintaining momentum and ensuring that active mobility infrastructure is fully integrated into future urban planning.

Highlights from the last year

In 2024, Dakar has significantly improved its public transport infrastructure. The new Bus Rapid Transit (BRT) system, launched in 2024, represents a major step forward for the city. Complementing this is the Regional Express Train (TER), which began operations in 2023, enhancing connectivity across the region.

Additionally, a comprehensive bus network restructuring project, funded with over 320 million EUR from the EU, AFD, and KfW, is currently underway to align bus routes with the BRT and TER systems, ensuring a more cohesive and efficient public transport system. Follow-up studies, part of a broader 350 million EUR initiative supported by EIB, the EU, and AFD, are focusing on public space use, parking, and traffic, as well as a new household survey scheduled for 2025, which occurs every decade. These efforts underscore Dakar's commitment to an integrated and sustainable future of urban mobility.

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