ORGANISING AND REGULATING THE UNORGANISED PUBLIC TRANSPORT SYSTEM IN ACCRA
INFORMAL LOCAL ROAD PASSENGER TRANSPORT SECTOR

ORGANISATIONAL STRUCTURE, OWNERSHIP AND DYNAMICS ON CONTROL
THE INFORMAL ROAD PASSENGER TRANSPORT SECTOR

1. EMERGENCE OF THE INFORMAL TRANSPORT SECTOR
2. CHARACTERISTICS AND DIVERSITY IN THE SECTOR
3. CHANGES TO THE TRANSPORTATION SECTOR AND THE INFORMAL SECTOR
4. SECTOR STRUCTURE AND DYNAMICS
THE INFORMAL SECTOR

• MAJOR PROVIDER OF LOCAL ROAD TRANSPORTATION SERVICES IN DEV COUNTRIES ESPECIALLY AFRICA

• PROVISION OF SERVICES OUTSIDE OF A FORMALLY REGULATED STRUCTURE WHERE OPERATORS AND VEHICLES COMPLY WITH SAFETY, OPERATIONAL AND QUALITY STANDARDS
EMERGENCE OF THE INFORMAL SECTOR

• DEVELOPS TYPICALLY AS A CONSEQUENCE OF THE INABILITY OF THE FORMAL SECTOR TO MEET MOBILITY NEEDS OF COMMUTERS

• COMMENCES ON A SMALL SCALE INITIALLY AS UNAUTHORISED SERVICES

• VERY RARE FOR TRANSPORT AUTHORITIES TO ESTABLISH FRAMEWORKS FOR SUCH SERVICES FROM THE OUTSET

• BECOMES SIGNIFICANT OVER TIME IN TERMS OF SCOPE, PATRONS AND OTHER STAKEHOLDERS

• GAINS TANGIBLE POLITICAL SIGNIFICANCE

• TRANSPORT AUTHORITY MUST ACCEPT ITS PRESENCE AND ENGAGE WITH IT WHEN CONTEMPLATING CHANGE
CHARACTERISTICS AND DIVERSITY OF THE INFORMAL TRANSPORT SECTOR (1)

VEHICLE TYPE: mostly smaller vehicles from microbuses to midibuses, cars as shared taxis, motorcycle taxis etc

SERVICE TYPE: regular routes usually between terminals with intermediate stops (sometimes informal), feeder connections with shared taxis and hires at customer’s command e.g motorcycles
CHARACTERISTICS AND DIVERSITY OF THE INFORMAL TRANSPORT SECTOR (2)

ROLE IN HIERARCHY: primary provider of passenger transport services in most African and developing countries

SCALE: significant. Approx 10,000 tro-tros (Accra)

ORGANISATIONAL FORM: variable, mostly associations with vehicle driver and owner affiliations, highly organised.
CHARACTERISTICS AND DIVERSITY OF THE INFORMAL TRANSPORT SECTOR (3)

• **REGULATION:** Self regulating through formal structures with fairly well defined allocation of work areas

Authorities involvement basically nominal technical regulation through annual vehicle inspection requirements, sticker payments as income generation activities for Authorities.
CHANGES TO THE TRANSPORTATION SECTOR AND TO THE INFORMAL SECTOR (1)

• MOTIVATION FOR CHANGES IN INFORMAL SECTOR

  ➢ **PERCEIVED** AS BACKWARD, WITH POOR QUALITY VEHICLES, UNTRAINED AND RECKLESS DRIVERS WITH POOR SAFETY ATTITUDES AND DISREGARD FOR REGULATIONS

  ➢ **VIEWED** AS A NECESSARY EVIL TO BE DISPENSED WITH THROUGH TRANSFORMATION, MARGINALISATION OR ELIMINATION.
MOTIVATION FOR CHANGES
CHANGES TO THE TRANSPORTATION SECTOR AND TO THE INFORMAL SECTOR (2)

• CATEGORIES OF CHANGES

- CHANGES TO MARKET STRUCTURE, ROLE OF REGULATOR AND BASIS OF RELATIONSHIPS BETWEEN REGULATOR AND OPERATOR

- CHANGES TO NATURE, FORMAT, OWNERSHIP AND STRUCTURE OF THE OPERATORS AND MEANS OF PARTICIPATION OF PRIVATE SECTOR

- CHANGES TO TYPE, STRUCTURE, QUALITY AND SCALE OF PASSENGER TRANSPORT SERVICES
• BROAD MEASURES AT INFORMAL SECTOR

- FOCUS ON REGULATION, FORMALISING WHAT IS CURRENTLY PROVIDED

- FOCUS ON SAFETY, SERVICE QUALITY AND IMPROVING VEHICLE AGE/QUALITY

- FOCUS ON INTERNAL STRUCTURE, ORGANISATION, CORPORATE FORM
SECTOR STRUCTURE AND DYNAMICS (1)

- ORIGINS IN UNAUTHORISED OR ILLEGAL OPERATIONS

- PERCEPTION THAT ADVANTAGE LIES IN MAINTAINING DYSFUNCTIONAL CONDITIONS THAT ALLOWED THEM TO EMERGE AND BECOME ESTABLISHED

- CONSIDERED UNDESIRABLE BY DECISION MAKERS WITH POLICY POSITION TO TRANSFORM, REPLACE OR ELIMINATE

- MARKET POSITION/SHARE ESTABLISHED BY OWN FORCE OF WILL AND NUMBERS

- SECTOR COMPRISING VARIOUS TYPES OF AFFILIATION OF THOUSANDS OF INDIVIDUALS EACH OWNING SMALL NUMBER OF VEHICLES AND RARELY IN THE FORM OF CORPORATIONS
SECTOR STRUCTURE AND DYNAMICS (2)

- BASED ON ENTREPRENEURIAL SPIRIT AND AVERSE TO ANY PERCEIVED EFFORT TO CONTROL OR CONSTRAIN THEM

- CONSISTS OF MULTIPLE DISCRETE STAKEHOLDERS

- STAKEHOLDER GROUPS USUALLY EXISTING IN A STATE OF COMPETITIVE TENSION WITH ONE GROUP SUCCEEDING IN LEVERAGING ADVANTAGE AND GAINING CONTROL
FRAME WORK OR CONTEXT CHANGES MAY ALTER BALANCE OF POWER LEADING TO INCUMBENTS RESISTING CHANGE
STAKEHOLDERS IN THE INFORMAL TRANSPORT SECTOR

- ASSOCIATION OFFICIALS AT NATIONAL, REGIONAL AND LOCAL LEVEL
- ORGANISERS AT TERMINALS AND STOPS, SERVICE MANAGERS AND ENFORCERS
- VEHICLE OWNERS
- VEHICLE FINANCIERS
- VEHICLE SUPPLIERS
- DRIVERS
- CONDUCTORS
- VEHICLE MAINTENANCE AND SPARE PARTS PROVIDERS
- FUEL PROVIDERS
- DECLARED FRANCHISE/PERMIT HOLDERS
- BACKGROUND FRANCHISE BENEFICIARIES
- BENEFICIARIES WHO EXTRACT FINANCE FROM SECTOR
- POLITICAL BENEFICIARIES
OWNERSHIP AND CONTROL WITHIN THE INFORMAL TRANSPORT SECTOR (1)

• VAST MAJORITY OF VEHICLES OWNED BY PEOPLE WITH LESS THAN FIVE VEHICLES

• VEHICLE OWNERS WITH VERY LITTLE TRANSPORTATION EXPERTISE AND VIEW CONTRIBUTION AS INVESTMENTS

• VEHICLE OWNERS NOT FULL TIME EMPLOYED IN THE TRANSPORTATION BUSINESS
OWNERSHIP AND CONTROL WITHIN THE INFORMAL TRANSPORT SECTOR (2)

• IMPLICATIONS:
  • CREATES SPACE FOR FULL TIME OFFICIALS TO ORGANISE THE INFORMAL TRANSPORT SECTOR
  • OWNERS EXTREMELY FRAGMENTED WITH NO BASIS TO INTERACT WITH EACH OTHER
  • OWNERS MAKE ARRANGEMENTS WITH DRIVERS TO HIRE VEHICLES FROM THEM WITH LITTLE CONTROL OVER PREVAILING PRACTICE AND RATES
OWNERSHIP AND CONTROL WITHIN THE INFORMAL TRANSPORT SECTOR (3)

IMPLICATIONS:

EMERGENCE OF CONTROLLING CADRE (ORGANISERS AND BENEFICIARIES) WITH CONTROL OVER

➢ PROVIDERS OF FINANCE (FRAGMENTED VEHICLE OWNERS)

➢ PROVIDERS OF LABOUR (FRAGMENTED DRIVERS AND OTHER STAFF)
# Ownership and Control within the Informal Transport Sector (3)

## Organisers and Beneficiaries

### Advantages
- Provide organisational and operational management capacity
- Maintain market conditions to enable considerable return on investments in sector
- Offer gainful employment
- Meet mobility needs previously neglected by formal sector

### Disadvantages
- Extractive
- Hinder development of sector inimical to their interests
- Cannot be ignored if reforms are to be successful
CHANGE IMPLICATIONS FOR THE INFORMAL TRANSPORT SECTOR

• STAKEHOLDERS PERCEIVED PARTICIPATION IN CHANGE

➢ PROVIDERS OF FINANCE (used to mobilise operating resource and capacity) Can participate in the sector and make reasonable returns

➢ PROVIDERS OF LABOUR SERVICES (drivers, conductors, terminal staff, maintenance workers etc) subject to skill development will be required in any transportation regime

➢ ORGANISERS AND BENEFICIARIES (Officials, facilitators, background controllers and beneficiaries) do not bring any resources and highly dependent on status quo continuation and may not be required
KEY ISSUE!

THOSE WHO CONTROL THE INFORMAL SECTOR ARE THOSE WHO ARE MOST THREATENED BY CHANGE!

HOW DO WE DEAL WITH THIS?
TRO-TROS IN GHANA
GAMA 2020 PUBLIC TRANSPORT VISION AND GUTP RESTRUCTURING
REFORMING THE SYSTEM
Government Policy

80% of all trips in the Urban Area should be done through public Mass Transit Systems.
GOVERNMENT POLICY

ROLE OF GOVT
Government will Invest into urban transport systems by

- providing UPT infrastructure (policy objective 2)
- providing a decentralized institutional and regulatory framework (policy objective 5)
- empowering the private sector to invest into buses and transport service provision (policy objective 4)
- Integrating urban transportation within a strategic urban development framework (policy objective 3)
ROLE OF OPERATORS
Current Public Transport Operators will

• Reorganize into business entities to deliver UPT Services
• Comply with Government Regulation and Provide Higher Quality Service

FINANCIAL INSTITUTIONS
Financial Institutions will

• Provide financing for buses and service provision by operators
IMPLEMENTATION STRATEGY

• A Regulatory Framework that provides a legal basis for the reorganization of the sector at the national level

• Regulatory Institutions that have sufficient capability to plan, regulate, and guide the industry at the local level

• An Industry Structure that can compete and operate within the regulatory framework and attract investment

• A culture of Compliance with the regulatory framework, and commitment power to enforce

• Infrastructure and a suitable operating environment to support improved UPT services in Accra

IMPLEMENTING ENTITY

Dept of Urban Roads

(GAPTE)
IMPLEMENTING THE REFORMS
VISION OF PUBLIC TRANSPORT IN GAMA BY 2020

- BUS PRIORITY MEASURES
- HIGH OCCUPANCY VEHICLES
- DEDICATED TERMINALS
- DEDICATED BUS STOPS
- DEDICATED DEPOTS

INFRASTRUCTURE
VISION OF PUBLIC TRANSPORT IN GAMA BY 2020

Major Network in Accra
VISION OF PUBLIC TRANSPORT IN GAMA BY 2020

MANAGEMENT OF THE NETWORK

Regulation
Construction /Maintenance
Service Planning

MMDAS/GAPTE
Operating permits etc

DUR

MMDAS/GAPTE
Network planning etc

Public Transport Operations

Depots and terminals
Passenger Information
Common ticketing
Data Management

Common Facilities

SCHEDULED BUS SERVICES ON QBCs

Separate Services

TRO–TRO SERVICES ON FEEDERS
VISION OF PUBLIC TRANSPORT IN GAMA BY 2020

SERVICES

Different roles for big buses, tro-tros and taxis in the network
VISION OF PUBLIC TRANSPORT IN GAMA BY 2020

CURRENT OPERATORS TRANSFORMED INTO OPERATING COMPANIES DELIVERING SERVICES ON THE QBCs.
IMPROVING REGULATIONS

GREATER ACCRA PASSENGER TRANSPORT EXECUTIVE (GAPTE)
GAPTE (created April 2014)

- **G** – Greater
- **A** – Accra
- **P** – Passenger
- **T** – Transport
- **E** – Executive

- Inter-MMDA Co-ordinating Body for Public Transport in GAMA (Greater Accra Metropolitan Area)

- Harmonise all regulation of UPT services and enforcement,
- citywide network planning,
- **manage integrated citywide operational projects (eg. BRT) and customer services (eg. ticketing, passenger information and conduct the UPT infrastructure planning in association with other mandated MDAs**
The Authority for Regulation of UPT

- Establish the Legal and Regulatory Frameworks
  - MMDAs assert role of regulation under Local Government Act 462

- Develop and enact Bye-laws and Regulations
  - Each GAMA MMDA has enacted Bye-laws for UPT
  - Each GAMA MMDA has enacted regulations and procedures

- Authority under the Bye Laws
  - Requires all routes in the area to have a Permit to operate
  - Establishes MMDA’s role in development and organisation of UPT
  - Enforcement powers, defined offences and penalties

- Establish the Institutional Framework
  - Expand and adapt the internal structures of the MMDAs with UPTUs
  - Evolve to GAPTE and Transport Departments
Main features of the Bye-Laws

• Asserts that the MMDA is the regulator of UPT in its area, and establishes a broad scope of regulation
  ○ This includes planning, development, organisation and oversight
• Requires that all UPT routes are operated under Permit
  ○ Defines Permit Types A and B, processes and associated fees
  ○ Establishes offences and the related penalties
• Establishes the UPTUs and defines their scope
• Requires MMDAs to develop Public Transport Plans
• Enables MMDAs to enter Route and Terminal Contracts
• Establishes the procedures for setting fares
• Allows the MMDA to provide financial support for UPT services, where justified and providing funds are available
What is the Permit system?

• The main object is the UPT Service, and not the document
• A Permit is an authorisation to operate a ROUTE, under an agreed set of conditions
• The Permit is issued to the organiser of the Route, where the published requirements have been satisfied
• The Permit-holder is required to ensure that participants on the route comply with the conditions
  – The Permit-holder is held accountable for what happens on the route
  – In case of an unacceptable level of violations, the Permit is withdrawn
  – ‘Peer pressure’ forces recalcitrant drivers to comply or leave
• Different types of Permit can be developed for different service types
The Route Permit system of Regulation

- Registration (2009-10)
  - Bring the operators into the system
  - Understand and document what exists
  - Identify who operates what, resolve conflicting claims

- Type A licences (2011+)
  - Basic permit, period of 12 months, renewable
  - Operator must be formal entity, meet vehicle/driver standards
  - Basic conditions of quality, progressively increased
  - Initially issued to the current operators to formalise existing routes

- Type B licences (2014+)
  - Intended for higher quality services which meet published standards
  - Issued for period of 3 years and more, renewable on satisfactory performance
  - Linked with fleet investments, bus priority, terminal improvements
Desired State of the Regulatory System

- Harmonised regulations and procedures
- Consistent implementation
- Dependable documentation and databases
  - Complete, correct, up-to-date, integrated with MMDA systems
- Dependable, practical administrative processes
  - Eligibility, verification, document issue, payments, audit
- High level of compliance
- Effective enforcement
- Regulation viewed positively by the operators
- Once established, used to develop the UPT sector
Progressive development of Regulation

• Level 1 : Foundation level (2009-12)
  – The UNIT of regulation is the ROUTE, not the bus or the driver
  – Know what operates in each MMDA area
  – All services registered with basic operating permits

• Level 2 : Begin to assert the role of the regulator (2013-14)
  – Establish operating standards
  – Establish effective enforcement, achieve high level of compliance
  – Some UPT management measures with visible impacts
  – Begin to understand user needs, first set of improvements

• Level 3 : UPT Development (2015-18)
  – Vanguard projects, e.g. Pilot Type B routes, BRT, ticketing
  – UPT Plan for the MMDA area, network planning
  – Raise service quality on bus and tro-tro services
ASSERTING THE INFLUENCE OF THE REGULATOR

- Bye-laws passed and operational in 2010 in conformance with Local Govt Act L.I. 1961
- Permit type A issued for normal Tro-tro/Taxi operator Entities and renewable yearly
- Permit issued only to operator entities not individuals
- Register of operators created with the permitting system
- Only permitted operators in register to benefit from the opportunities created by the reforms
OBTAINING THE SUPPORT OF THE TRO-TRO UNIONS

- Design of the reform strategy includes the incorporation of current informal operators in service provision.

- All modes of carriage i.e. HOVs, Tro-Tros and taxis have role to play in service provision in the network.

- OSC created in 2010 as forum for regular interaction with GPRTU, PROTOA, Cooperative and others in the informal sector.

- MOU with OSC providing framework for reforms execution negotiated on 30th August 2013.

- Three Operator Companies created in December 2013 from affected Operators in the corridor.

- Route Service Contracts for services on the corridor negotiated with the three formal Operator Companies in June 2014.

- Operator companies being assisted with the procurement of conforming buses for the System.
DESCRIPTION OF BUS PRIORITY AND INFRASTRUCTURE ON PILOT CORRIDOR
AMASAMAN TO CMB (TUDU) CORRIDOR

20KM STRETCH

BUS PRIORITY MEASURES ON:
• KWAME INKRUMAH AVENUE
• CIRCLE-NEWTOWN AVE JUNCTION
• NSAWAM LINK JUNCTION and FAANOFA RD JUNCTION
• ABEKA JUNCTION
• NI RE CONFIGURATION
• TAIFIA JUNCTION

BUS INFRASTRUCTURE MEASURES
• 42 BUS STOPS (15 tier 2, 27 tier 3)
• 4 TERMINALS AT:
  ▪ AMASAMAN
  ▪ OFANKOR
  ▪ ACHIMOTA
  ▪ TUDU
Terminals

• 3 No. Street Terminals at:
  – Tudu Road
  – Kwame Nkrumah Circle
  – Ofankor

• On Off-Street Terminal at Amasaman
Bus Lane Identification

- Colored Bus Lanes with inscription “Bus Lane”
- Bus Lane Dividers made of UV Stabilized Virgin Polyethylene material
- Reflective Bollards
ACHIMOTA TERMINAL AND DEPOT
ROUTE IMPROVEMENT UNDER URBAN TRANSPORT PROJECT
AMASAMAN TO CMB(TUDU)

GHANA GOVERNMENT
WORLD BANK
AGENCE FRANCAISE DE DEVELOPPEMENT
gef

SYSTEM MANAGERS GREATER ACCRA PASSENGER TRANSPORT EXECUTIVES (GAPTE)
GENERAL - AMASAMAN TO TUDU ROUTE

DETAILS OF SERVICE PROVISION
Existing Model

CURRENT BUS OPERATORS (TRO-TRO)

- Operating the buses
- Ticketing
- Fare collection
- Lorry Park management

GAPTE (NON EXISTENT)
PILOT TYPE B: BUSINESS MODEL & INDUSTRY TRANSITION

BUSINESS & CONTRACT STRUCTURE

New Model

OPERATOR COMPANIES

- Operating the buses
- Ticketing
- Fare collection
- System Information
- Marketing the service
- Bus stop maintenance
- Station management
- Depot management
- Depot owner
- Contract Monitoring

MMDA’s through GAPTE
**BUSINESS MODEL & INDUSTRY TRANSITION**

**BUSINESS & CONTRACT STRUCTURE**

**SERVICE DELIVERY AGREEMENT WITH**

**GAPTE**

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SERVICE PROVISION

3 Operator companies created out of current tro-tro operator unions for services on the 3 designed routes

Amasaman to Tudu (Ghana Co-Operative Bus Rapid Transit Services LTD)
- Semi-fast scheduled service taking Expressway
- Serving end-to-end movements and the important interchanges at Achimota and Circle

Ofankor to Tudu (Accra GPRTU Rapid Bus Services LTD)
- Stopping scheduled service taking service lane
- Serving intermediate demand between Ofankor and Achimota

Achimota to Tudu (Amalgamated Bus Rapid Transit Services LTD)
- Serving as efficient 'shuttle' scheduled for the demand interchanging and originating from Achimota towards Central Accra
QUALITY BUSES

- High Capacity
- Disable Friendly
- Electronic Ticketing System
- Automatic Vehicle Location
- Passenger Information System
- On-Board Video Cameras
AFC

Validation in a zonal system
AFC

On-board integration with the bus tripod gate

- At door entry
- Interface between the validator and the bus tripod gate
- Entrance controlled by the validator
GENERAL - CORRIDOR BUS TIMES

• WEEKDAYS
  – **First Bus** from Amasaman Terminal 5 am
  – **Last Bus** from Amasaman Terminal 9 pm
  – **First Bus** from Tudu Terminal 5:50 am
  – **Last Bus** from Tudu Terminal 9:50 pm

  **Frequency at Peak** – Every 6 minutes
  **Peak** = 6am to 10am / 3pm to 7pm

  **Frequency at Off Peak** – Every 8 minutes
  **Off Peak** = 5am to 6am / 10am to 3pm / 7pm to 10pm

• WEEKENDS
  Frequency at Weekends – Every 10 minutes

GUTP, Pre-GAPTE Unit, MLGRD
ROUTE STATISTICS

- Estimated Demand – 2,400 passengers per hour
- Hours of Operations - 16 hours
- Round trip time – 110 mins (+10 min layover)
- Service Frequency – 15 buses per hour
- Peak Vehicle Requirement – 76 buses
- Fleet Requirement – 85 buses
- Average Daily Passenger Demand – 50,000 passenger trips per day
- Annual System Patronage – 16,650,000 passenger trips per year
THANK YOU FOR YOUR ATTENTION