

1 **A snapshot of the informal organization of public transport operators in the Caribbean: Tap-Tap**
2 **services in Port-Au-Prince**

3
4 **Daniel Oviedo**

5 Development Planning Unit
6 University College London, London, United Kingdom, WC1H 9EZ
7 Email: daniel.oviedo@ucl.ac.uk

8
9 **Yiseth Scorcia Tenjo**

10 Independent Consultant
11 London, United Kingdom, SW1P 2QB
12 Email: yiyascorcia@gmail.com

13
14 **Pablo Guerrero**

15 Senior Transport Specialist
16 Infrastructure and Energy Sector, Inter-American Development Bank
17 Washington, D.C., 20577
18 Email: PABLOGU@iadb.org

19
20 **Michael Delandsheer**

21 Senior Consultant
22 Infrastructure and Energy Sector, Inter-American Development Bank
23 Washington, D.C., 20577
24 Email: michaelde@iadb.org

25
26 **Raul Rodriguez-Molina**

27 Senior Transport Specialist
28 Infrastructure and Energy Sector, Inter-American Development Bank
29 Washington, D.C., 20577
30 Email: RAULR@iadb.org

31
32 **Raphael Dewez**

33 Transport Specialist
34 Infrastructure and Energy Sector, Inter-American Development Bank
35 Washington, D.C., 20577
36 Email: RAPHAELD@iadb.org

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3
4 **ABSTRACT**

5 Literature about transport in the Caribbean is scarce. Furthermore, the lack of studies exploring
6 the complexities associated with informality in transport in cities of the Caribbean stands in contrast with
7 the wealth of literature about cities in the neighboring Central and South America. This knowledge gap
8 has led to limited evidence and methods tailored to the region to inform transport policy, public
9 investments, and regulation. This paper seeks to partially address this gap by presenting a snapshot of
10 public transport supply (and suppliers) in Haiti's Metropolitan Area of Port-Au-Prince (PAP), an urban
11 context marked by acute poverty and inequality social vulnerability. The paper frames the analysis in
12 three dimensions of informal organization of transport supply: functional, space-time, and social, building
13 on a literature review of informal transport in the Global South. The study builds on a survey conducted
14 in 2018 to 461 drivers of Tap-Tap, privately-owned and operated modified pick-ups providing collective
15 transport services to a large share of PAP's public transport demand. We construct a profile of the modes
16 of organization and operation of Tap-Tap services under the three dimensions in the framework. The
17 paper finds low levels of representation and organization, a limited role of drivers' associations, an
18 overwhelmingly old fleet, and a masculine, unequal and exploitative system for operations. We also find
19 that personal relationships play a significant role in the profitability of support functions of informal
20 transport services. Such findings can inform policy and regulation in a highly dependent context from
21 international development assistance, providing much-needed evidence for addressing pressing urban
22 transport planning investment priorities.

23
24 **Keywords:** Informal Transport, Haiti, Organization, Inequality, Operations

1. INTRODUCTION

Informal public transport, also addressed as “paratransit,” refers to flexible passenger transport modes that do not follow fixed operation schedules or adhere to specified service spans. In most cases in the Global South, regulatory and service gaps have created spaces for private, predominantly unregulated services that grow without state intervention and often dominate transport markets (Ferro et al., 2015). Informal transport services provide a demand-responsive alternative for people who depend on public transport to reach key opportunities while representing an income source for low-skilled workers and the only alternative for areas with no formal public transport supply (Cervero and Golub, 2007). With notable Latin American exceptions, these forms of public transport are the norm in most developing countries rather than the exception. The attention they receive in the academic literature relative to mass fixed-route public transport is disproportionately small.

When comparing the research landscape across other developing regions, the Caribbean remains the least studied context concerning informal public transport (Boutueil et al., 2020; PHUN et al., 2016). Such a gap has consequences for policy and practice in a region challenged by social tensions and slower development trends than other countries in the Americas. Limited availability of evidence and methods tailored to the specific urban, social and functional realities of Caribbean cities thus represents a challenge for informing policy, practice, and regulation in contexts marked by weak governance and high dependency from international development assistance.

Poverty and inequality decreased more slowly or stagnated in the Caribbean despite sizeable decreases across the region in the previous decade (Andreano et al., 2020). Caribbean countries have also ranked below the average for Latin America -and below the aggregated category of low-income countries- in the World Bank’s Worldwide Governance Indicators for 2018 (WGI, 2019). These conditions underpin the day-to-day urban and transport structure of cities in such countries and the capacity of local planning and regulatory institutions to produce reliable evidence about informal transport that can inform decisions for their integration with the urban and social fabric, strengthening and regulation.

This paper contributes to closing this gap by presenting a snapshot of informality in the supply of public transport in Haiti’s Metropolitan Area of Port-Au-Prince (PAP). With almost 60% of its 11.1 million inhabitants in 2019 (The World Bank, 2020) living under the economic poverty line, Haiti stands out as the poorest country in the Americas. Haiti is also classified under the “Least Developed Countries” category of the DAC list for Overseas Development Assistance of the OECD (OECD, 2019), which places it in a priority spot for international development funding. Such a situation is compounded by the devastating earthquake suffered by the country in January 2010, which increased investment in the country through humanitarian aid (Dewind and Kinley, 2019).

A recent product from the Inter-American Development Bank (IDB) in technical assistance in Haiti was a survey conducted in 2018 with 461 drivers of Tap-Tap, privately-owned and operated modified pick-ups providing collective transport services to a large share of PAP’s public transport demand. A public regulator assigns Tap-tap routes, and fares are negotiated with the state. However, their economic activity is primarily informal, with no written contracts, agreed rules, organizational structures and limited to no compliance with tax regulations. Formality and informality have been treated as a dichotomy in transport research and practice. However, research suggests they are a continuum of state regulation and unwritten but generalized rules and practices that emerge from established and changing social norms and traditions (Ehebrecht et al., 2018). The degree to which these services operate with public authority sanction, declare income, and are tax compliant are only a few of the conditions that determine whether they are ‘informal.’

This paper constitutes the first attempt at characterizing informality in public transport supply in the local context, setting a relevant precedent for research. Our paper builds on this dataset to present a case study of Tap-Taps in Haiti to illustrate the complexities of public transport in Caribbean cities concerning their organization, operation, and social implications. Based on a literature review on informal public transport in the Global South, the paper proposes an analytical framework to structure evidence from the survey under three dimensions: functional, space-time, and social. The article also draws insights

1 into the gaps and limitations of existing methods based on a critical analysis of locally available
2 secondary information. Our findings provide an overview of key trends and descriptive relations between
3 features of informal transport that can inform further research and give insights for decision-making and
4 contrast between PAP's informal transport and findings from previous research in the Global South. The
5 paper also summarizes learnings for the study of informal paratransit in similar contexts in the Caribbean.

6 The paper critically examines levels of representation and organization in traditional public
7 transport provision, interrogating the role of drivers' associations in the configuration of operations.
8 Furthermore, we present evidence on frequent aspects discussed in previous research on informal
9 paratransit such the socioeconomic make-up of the operators, inequalities between actors involved in the
10 provision of transport and whether there are exploitative systems in place. The paper also argues that
11 personal relationships may play a significant role in the definition and impacts of different roles in the
12 operation of informal transport services. We provide novel information on a case not previously studied
13 such as Port-au-Prince, while adding elements to wider debates about business practices, hierarchies and
14 the role of tradition in this type of services.

17 2. LITERATURE REVIEW

18 Although they provide essential access for large portions of city populations, the quality of
19 informal transport services in the Global South is often poor (Cervero, 2000; Cervero and Golub, 2007).
20 While the nature and severity of service quality problems are no doubt contextually variant, there are
21 some commonalities: service provider centers routes and profitability around the daily collection and not
22 on passengers' needs or comfort; lack of basic fleet management techniques and knowledge prioritizes
23 vehicles supply over network efficiency; drivers compete aggressively for passengers in the road-space,
24 overloading vehicles and disobeying traffic laws; more lucrative routes can be overtraded, while service
25 on less profitable routes or times of the day is not supplied; vehicles can remain in service too long,
26 becoming increasingly unsafe and polluting; and in-lane vehicle boarding and alighting can reduce
27 already limited road capacities.

28 Similar to the organization of informal transport in Africa and Asia, the separate vehicle owner
29 and operator(s) model is standard in Latin American and the Caribbean (LAC), with many drivers and
30 owners making it an industry with which it is challenging to coordinate and negotiate. Three models of
31 owner-operators are identified: owner-operator (the owner operates the vehicle), owner-employer and
32 operator-employee (the owner hires the operator), or owner-employer and operator-renter (the owner
33 rents the vehicle). The latter is the dominant model of operation of urban transport in Haiti. Such
34 arrangements are more common in low-capacity vehicles that provide unrouted services, such as shared
35 taxis and motorcycle and bicycle taxis (Gamble and Puga, 2019; Heinrichs et al., 2017). In the more
36 consolidated routed services, larger fleet owners are registered as private firms, or associations of owners
37 and drivers form to strengthen their capacity to negotiate with local authorities. In some cases,
38 associations represent the interests of specific groups and improve their standing to tender for formalized
39 services (Cervero, 2013; Hidalgo and Huizenga, 2013; Venter et al., 2019).

40 While early research suggested informal public transport operators are politically weak (Cervero
41 and Golub, 2007; Ehebrect et al., 2018), a common practice across cities in the Global South is that
42 operators create associations with a flat structure. Such associations help operators organize themselves
43 and contribute to achieving better profitability, avoid inefficiencies, and implement organizational and
44 social discipline (Cervero and Golub, 2007). Moreover, associations often become a mechanism to
45 increase operators' influence, representation, and political capital.

46 Current research about associations' operation and degree of influence, their role in transport
47 operations, representation of operators, and decision-making are not generalizable, pointing at marked
48 differences depending on the context. For instance, salary agreements and structures in South Africa are
49 decided by individuals, not associations based on two models, check-in or contracts (Woolf and Joubert,
50 2013). By contrast, in the Philippines, associations play a significant role in regulation, charge
51 registration, and a monthly fee, and their functions include internal control, support members, and even

1 political representation (Guillen, 2009). Most associations incentivize operators to abide by laws and
2 regulations, as well as define formal and informal codes of practice within the sector (ibid). In Uganda,
3 Boda-Boda riders organized themselves in associations (Howe and Annabel, 2002) with the autonomy to
4 decide its prices (Bradley Raynor, 2014) and considerable collective power.

5 Employment conditions in the informal transport sector are precarious, resulting from decades of
6 operational arrangements with perverse incentives and uncontrolled competition. Formal employment
7 with social security is provided in cases of large fleet owners and registered companies and associations.
8 However, in most cases in the owner-employer and operator-employee/operator-renter category, vehicles
9 are rented to drivers for a fixed daily fee with all revenues after rent and operating costs determining
10 driver income. This incentivizes drivers to work long hours and compete for passengers in a ‘cent war,’
11 leading to rapid deterioration of vehicles, decreased quality of service, and marginal profits. One of the
12 few (and old) references to informal transport in the Caribbean was found in Kingston, Jamaica, robot
13 (local minibus) operators worked between 13 and 16 hours per day (Anderson, 1987). Operators in
14 informal modes frequently lack social protection benefits and any formal contract (Guillen, 2009). They
15 also have their health affected in the long term due to pollution, noise, and road conditions (Ehebrecht et
16 al., 2018).

17 In general, informal public transport tends to be profitable due to its high adaptability to changes,
18 especially in terms of customer’s needs, and because it is provided at a low cost (Cervero and Golub,
19 2007). Associations are influential since they allow operators to lower the cost per seat and compete
20 against larger companies (Cervero and Golub, 2007). However, schemes that lead to profitability come at
21 the expense of considerable social and environmental costs (Cervero and Golub, 2007). First, due to the
22 ‘cent war,’ operators are forced to fight for passengers in bus stops and terminals, leading to dangerous
23 driving, affecting safety, and congestion. Second, operators work mainly in peak hours since they
24 perceived this would increase their revenue. Third, lack of documentation in some drivers means they can
25 avoid taxes. Fourth, some operators do not account (Golub, 2003), risking their financial stability in the
26 long term. Fifth, due to low profitability, operators make minimum investments and even delay essential
27 interventions for the sustainability of their business (e.g., maintenance, compensation of workers).

28 Profitability for individuals is achieved in different ways. Vehicle owners rent their vehicles to
29 operators that pay daily/weekly rent. Therefore, revenue generation is usually not generated by the owner
30 of vehicles but by operators, who pay a fee and assume all risks to collect it. Any additional income is his
31 (Schalekamp, 2017). Owners and operators may sometimes agree on a commission if a minimum income
32 is achieved (Schalekamp, 2017). The literature examining inequalities in labor conditions for informal
33 operators and their drivers is scarce at best, with little research in LAC. Examples from the literature
34 suggest that informal workers can experience inequalities driven by race differences in some contexts. In
35 South Africa, stratification in the informal economy tends to mimic the formal economy (Woolf and
36 Joubert, 2013).

37 Moreover, the degrees of organization of workers and the oversupply of unskilled labor tend to
38 lead to power asymmetries in the negotiation of fees and distributions of revenues, as suggested by
39 evidence from Tanzania (Mittal, 2019). The existence or absence of an association of transport providers
40 can make a significant difference in the rights and representation of different actors in the supply chain.
41 Moreover, it has been found that patronage or membership in relatively close networks plays a
42 determining role in access to better employment conditions and rights, even as an informal worker.

43 Forms of operation and organization in informal public transport have led to inequalities among
44 operators. Operators’ access to commercial lines of credit is almost non-existence since banks perceive
45 them as part of the underground economy and therefore demand impossible requirements for loans
46 (Cervero and Golub, 2007). This forces operators to either get credits in the informal market or buying a
47 vehicle as a family investment. In the first case, operators lease vehicles from street lenders who ask for
48 high daily payments, making it almost impossible to repay them (Cervero and Golub, 2007).

49 Additionally, as evident in Uganda, operators rent their motorcycles through wealthy individuals; but
50 sometimes, accidents and theft make it impossible to ensure motorcycle ownership (Bradley Raynor,
51 2014). Also, the rental fee does not include fuel (Arosanyin et al., 2011), adding cost to the operator. In

1 the second case, entire families buy a car as an investment to use as a taxi (Woolf and Joubert, 2013).
2 This is reflected in Davao, Philippines, where access to financing and credit lines occur through family,
3 savings, or loan arrangement with vehicle dealers (Guillen, 2009).

4 Moreover, the literature across developing regions suggest that most informal transport operators
5 work in this industry not by choice, but as a mean to provide to their families and in many cases as a
6 temporary job. Other drivers of inequalities are gender, education, and housing. Most papers state that
7 operators in informal transport are young males, suggesting a predominantly masculine industry that
8 places its workers in unsafe and exploitative conditions (Bradley Raynor, 2014; Ehebrecth et al., 2018).

9 10 **3. DATA AND METHODS**

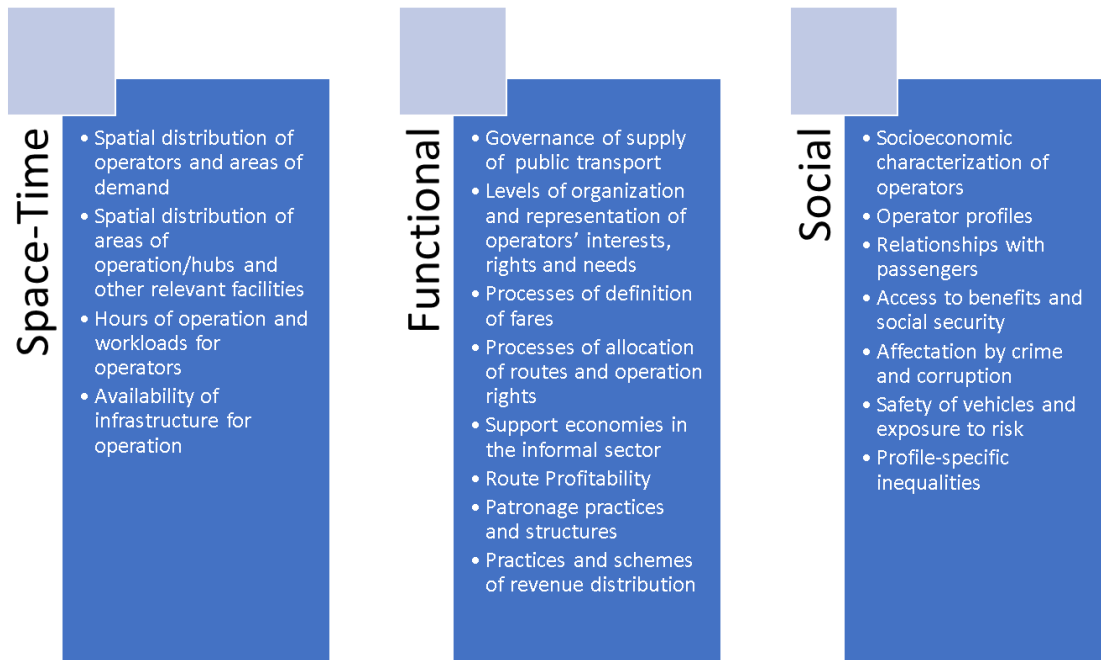
11 Our literature review presents some key themes that can inform the analysis of the PAP case,
12 which are distilled in the analytical framework. In Haiti, the official languages are French and Haitian
13 Creole. However, to a lesser extent, French -and English- is spoken only by elite groups, limiting the
14 engagement of local research and practice to some literature in French, English, or Spanish. This
15 limitation required partnerships with local researchers and practitioners, and interpreters in engagements
16 with local stakeholders. By coproducing the narrative and meaning of the analysis, this becomes grounded
17 in the local reality. The novelty and richness of the data, combined with a need for a structured overview
18 of the conditions of Tap-Tap operators, led us to choose a case study methodology and qualitative
19 analysis.

20 21 **3.1. Analytical Framework**

22 One of the paradoxes about informal transport in developing countries is that despite its dominant
23 and pervasive presence in cities across LAC, Africa, and Asia, it remains difficult to access information
24 about operators' lives. New approaches to research informal transport services must include such
25 increasingly marginalized actors in transport planning processes presently focused on sustainability and
26 modernity (Evans et al., 2018). Such ideas are supported by research on collaborative paratransit
27 mapping, which suggests that scaling up the understanding of informal transport can contribute to close
28 gaps in top-down planning and creating a more inclusive transport planning dialogue (Klopp and Cavoli,
29 2019).

30 Building on the literature and the analysis context, **Figure 1** shows the three main dimensions of
31 analysis that encompass different aspects of the informal transport operation. Space-time refers to the
32 geographies and temporalities of transport and its operation. Functional relates to the actors, relationships,
33 and processes that determine the activity of informal transport and the role of different operators and users
34 in the system. Finally, the social dimension addresses the potential inequalities driven by differences in
35 social identities and individual sociodemographic characteristics, besides social dynamics that influence
36 public transport operations such as crime and social practices. Incorporating such dimensions will make it
37 possible to produce insights that inform decision-making processes targeting different scales of informal
38 public transport operation in PAP.

39 40 **Figure 1 Analytical Framework**



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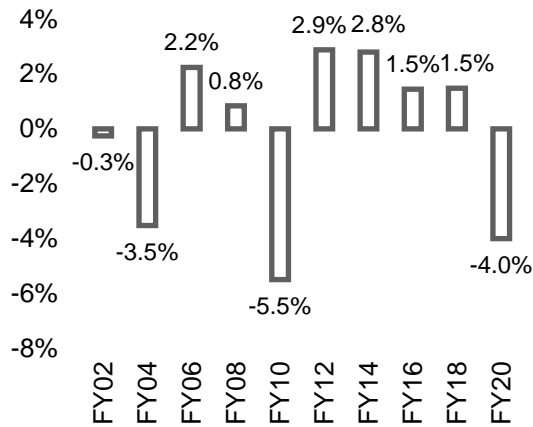
2 **3.2. Context: Haiti and Port-au-Prince**

3 According to the United Nations Human Development Index, Haiti, with the lowest GDP per
 4 capita in the Latin America and Caribbean (LAC) region (USD\$1,245 in 2019) is classified as a low
 5 developed country. The Haitian economy is characterized by a high concentration of its productive base.
 6 It relies on services (more than 50% of GDP) and agriculture (more than 25% of GDP), which employs
 7 approximately two-thirds of the economically active population (International Monetary Fund, 2020a).

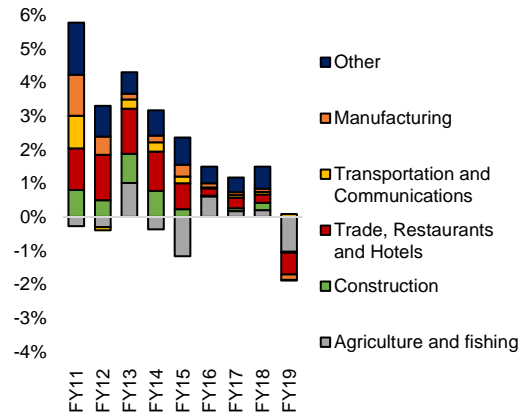
8 Real GDP growth averaged 0.8% between FY (Financial Year)1990 and FY2019, with a general
 9 downwards trend, with lows related to major disasters (natural or political) followed by rebounds fueled
 10 by international assistance. Growth has been hampered by recurring natural disasters (including the 2010
 11 earthquake, droughts, and the 2018 hurricanes), recurring political unrest, corruption, poor administration,
 12 and insufficient public and private investment. For the past two fiscal years, Haiti has registered its worst
 13 economic performance in 30 years with contractions of 1.2% and 4% respectively in FY2019 and
 14 FY2020, while the population annual growth rate is estimated at 1.3% (International Monetary Fund,
 15 2020b).

16 **Figure 2 GDP Growth (%) (A) and Growth by sectors (2011 – 2019) (B)**

17



(A)



(B)

1 Source: (International Monetary Fund, 2020b, 2020a)

2
3 Haiti is classified as a fragile country, with a Worldwide Governance Index (WGI) of 13.5 out of
4 100 and ranking 13th out of 178 countries on the Fragile States Index (FSI) (The World Bank, 2020). For
5 the past 30 years, Haiti has experienced several political crises and prolonged civil unrest, which have
6 impacted the sustained implementation of public policies. In 2019, frequent protests resulted in a series of
7 country-wide lockdowns where schools, courts, businesses, public services shut down for three months
8 (Sept. 2019 to Nov. 2019), and economic activity came to an almost complete halt.

9
10 Haiti is a country with acute poverty levels, with almost 60% of its inhabitants living under the
11 economic poverty line (The World Bank, 2020). Social conditions are characterized by poverty,
12 inequality, and lack of access to essential public services. Haiti is also one of the most unequal countries
13 in the LAC region, with a Gini coefficient of 0.61 in 2012. Approximately 63% of the population has
14 access to safe water (2015), life expectancy is 63 years, and the literacy rate is estimated at 62 percent.
15 The recent political crisis coupled with the COVID-19 pandemic has added additional strains on the
16 population, particularly the poor, considering the high cost of living and shortages of essential goods and
17 public services (The World Bank, 2020).

18 However, this is an incomplete picture to understand the processes that have generated this
19 phenomenon. In the 1950s, an oppressive and isolationist regime led by François Duvalier built a
20 government monopoly with high levels of corruption (Payton, 2016). Duvalier had the support of the
21 United States for several years, but this changed due to structural disagreements (Payton, 2016). The
22 United States, still interested in influencing Haiti, structured a new system through NGOs, in which aid
23 money would come from a dispersed number of agencies (Payton, 2016). This system, therefore, retained
24 control over the priorities and distribution of funds (Payton, 2016). This is now known as the “Republic
25 of NGOs” since it created a parallel state that ensures Haitian institutions were weak in comparison
26 (Payton, 2016). More recently, and after the 2010 earthquake, NGOs have grown (more than 10,000), and
27 around \$8 billion was donated (Tse, W. C., & Makkar, 2021). This generated expectations of relief and
28 stability for Haiti, but on the contrary, the influence in local affairs of NGOs and IGOs have intensified
29 wealth disparity and violence (Beeton, 2012).

30 The country suffers from significant underemployment and insufficient income. It is estimated
31 that 60% of the working population has incomes below the minimum wage and that women earn 32% less
32 than men. Employment is dominated by self-employment (77.4%). The public sector contributes 2.8% to
33 employment, while the private sector contributes 11%. More than 65% of households receive private
34 transfers from workers residing abroad, mainly from the Dominican Republic and the United States
(International Monetary Fund, 2020a). According to estimates from the World Bank and the International

1 Labor Organization, the unemployment rate remaining structurally very high, estimated at 13.9%.
2 Unemployment hits the younger population hardest, affecting 61.9% of the 15-19 age group and 50% in
3 the 20-24 age group (International Monetary Fund, 2020b).

4 Haiti witnesses a rate of 58.6% of urbanization, which increases by 3.78% every year. Urban
5 mobility in Port-au-Prince (PAP) remains a challenge, with transport expenditures above 30% of the
6 city's dwellers' income. Estimations point at only 43% of the transport demand is met (Gandini et al.,
7 2021; Jaligot et al., 2017). Privately-owned companies provide public transport or individuals using
8 buses, modified pick-ups, and motorcycles (Jaligot et al., 2017). Moreover, there have been unsuccessful
9 attempts to set up publicly managed transport services over the last decades. Beyond governance and
10 incentives, one of the critical factors leading to sub-optimal transportation is the lack of paved roads and
11 missing data about the demand for public transport. There is only a limited amount of available data on
12 urban mobility in PAP, and estimations vary significantly between sources.

13 Although research and data in and about PAP are scarce, some studies shed light on the city's
14 accessibility and urban mobility challenges. The population density in the city differs from the usual
15 pattern in western countries since the rich prefer low-density hills with abundant vegetation, leaving the
16 poor in overcrowded areas. This pattern differs from other Western cities as coastal proximity in Port-au-
17 Prince is considered a disadvantage due to risks of flooding, landslide, and tidal surge, despite
18 comparatively better access to the center (Joseph et al., 2014).

19 Haiti's challenges in terms of connectivity, planning, and financing have negatively affected its
20 degree of urban development (Lozano-Gracia and Garcia Lozano, 2017). In the planning dimension,
21 constraints for resilient urban growth are linked to limited and unfairly distributed access to essential
22 services. Data related to population distributions and home-to-work commuting patterns in cities is scarce
23 (Sreenivas, 2011), which has rendered mapping of spatial patterns of commuting to understand the link
24 between access and economic opportunities a challenging task. Zagatti et al. (2018) developed a
25 methodology to construct an OD matrix to determine commuting patterns in Port-au-Prince and Cap-
26 Haïtien based on mobile phone Call Detail Records (CDR). Rapid unplanned urbanization has created
27 several urban mobility challenges, including job market fragmentation and decreased quality of life in the
28 city. Furthermore, limited financial resources for planning at the local scale can further constrain urban
29 development and governance processes (Zagatti et al., 2018). One of the critical factors leading to sub-
30 optimal transportation is the lack of paved roads and missing data about the demand for public transport.

31 **Figure 3 Image of Tap-taps in PAP**



32 Source: Wikimedia, Creative Commons (2006)
33

34 Tap-tap (**Figure 3**) is the most common form of transportation in the Metropolitan Area of Port-
35 au Prince, covering around 56% of passenger transport (Sreenivas, 2011). The permits to operate tap-tap

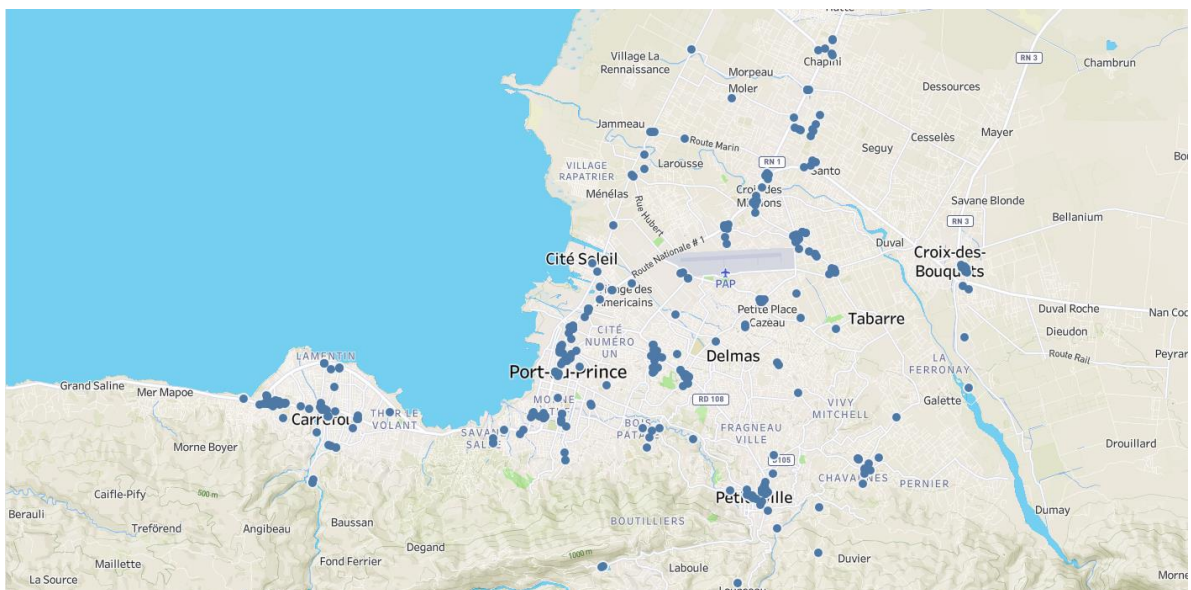
1 routes are controlled and given by Haiti's Ministry of social affairs and labor (ministère des Affaires
2 Sociales et du Travail d'Haïti). The fares associated with each route are fixed by this institution but are
3 adapted by the operators based on the duration and length of each passenger's trip. The absence of public
4 transportation planning and structuring within the metropolitan area of Port-au-Prince has made way for
5 private and very partially regulated service providers to fill in the gaps and respond to the mobility needs
6 of the citizens. The weakness of the state and the fragmentation of the public transportation organization
7 are also acting as catalysts for informality both in the structure of the offer and in the provision and
8 operation of the services. Services provided are driven solely by rentability for the operators and leave
9 very little or no regard for the users regarding transportation options, accessibility, affordability,
10 reliability, efficiency, comfort, and security.

11 12 **3.3. Data sources**

13 Our results were obtained through a survey conducted between May and June 2018 on 461 tap-taps
14 drivers and assistants in the PAP Metropolitan Area. The questionnaires for the survey were administered
15 in Haitian Creole by 36 trained enumerators and six supervisors between hours where most operators
16 work (6 A.M. and 9 P.M.) on the geographical location inside the study area. The survey design
17 guaranteed two key factors: All routes were represented in the sample. Each route is represented in the
18 survey proportionally to the number of Tap-taps serving the area. The sampling frame consisted of 94 tap-
19 taps stations and 162 routes. Routes served by more tap-taps are surveyed more often, while observations
20 in less busy routes are not as frequent. A highlight of the survey is that all respondents were male. There
21 was no systematic or unintentional omission of women operators. The recruitment of participants was
22 randomized across different corridors.

23 The survey consisted of 60 questions to be completed in 15 minutes using face-to-face interviews
24 conducted by enumerators with adult participants working as Tap-Tap drivers. The questionnaire
25 administered to the drivers covered three main topics: sociodemographic information, labor market
26 participation, and technical questions related to the vehicle. Interviews were conducted in Tap-taps
27 stations or on the route. Some interviews took place at the tap-tap station while waiting for departure,
28 while others took place on the route, talking to the driver in the front seat. Enumerators used calibrated
29 tablets with a customized ESRI program developed for the study. The use of digital tools improved the
30 overall quality of the information by facilitating monitoring and easing data collection.

31 **Figure 4 Geographical distribution of Tap-taps surveys**



1 The study covers 312 Km² across seven municipalities (communes), and its boundaries were based on the
 2 current urban sprawl and considering the travel patterns of the residents to the city center (**Figure 4**). The
 3 study sample of 461 valid interview results from a one-stage survey design, stratified by the route. Out of
 4 638 submissions, only nine interviews (1%) were reported incomplete because respondents refused to
 5 participate. Furthermore, 174 interviews (27%) were considered invalid for quality reasons. The result of
 6 this validation process results in observations across the seven municipalities: Port-au-Prince [93],
 7 Delmas [77], Carrefour [84], Pétition-Ville [59], Cité-Soleil [11], Tabare [85] and Croix-des-Bouquets
 8 [52] for a total sample size of 461 observations. Limitations identified in the questionnaire included better
 9 representation of gender, lack of questions to adequately compare the city with others in similar
 10 situations, such as level of education of operators and previous jobs. It is also important to highlight that
 11 although it is common to find minors involved in different roles in the provision of Tap-Tap services, the
 12 sample only consists of adults who have given explicit consent for participation and who are reporting on
 13 the configuration of their business practices, including, at times the age of their assistants or whether they
 14 share family or friendship ties. This approach was adopted to reduce the potential ethical implications of
 15 involving minors in the study.

16

17 **4. RESULTS**

18 Findings from the analysis are structured under headings responding to the main dimensions of
 19 the analytical framework (**Figure 1**). A qualitative description of the case study is presented through data
 20 visualizations and correlations, suggesting links between relevant aspects reflected by the survey under
 21 each analysis theme.

22 *Functional dimension*

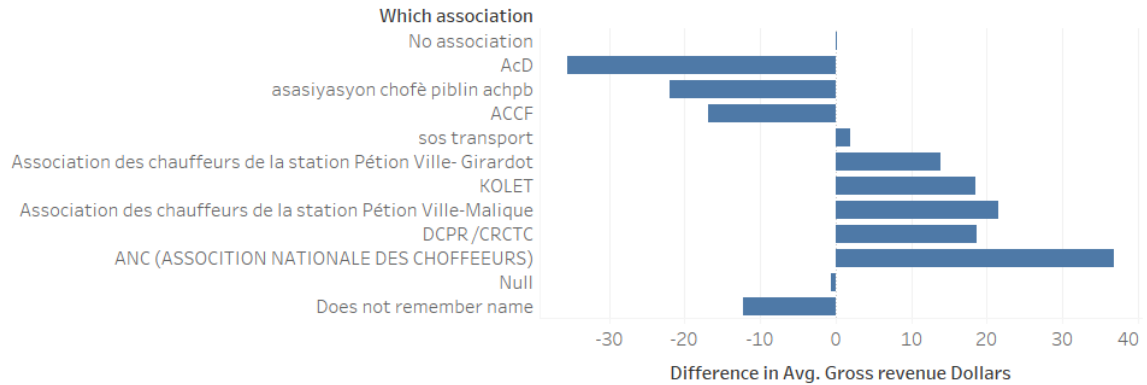
23 In PAP, according to the survey to Tap-tap, drivers associations play a marginal role, with
 24 comparatively low degrees of membership compared with other developing cities. **Table 1** presents the
 25 main characteristics of members and non-members of associations, including those who did not answer,
 26 suggesting that membership is low among Tap-tap drivers. The main differences are about the number of
 27 hours and days worked, with association members working marginally lower times and their assistants.

28 **TABLE 1** Distribution of the sample by association membership of operators

	Drivers' association membership		
	Member	Non-member	N/A
Number of Records	19.0	432.0	10.0
Avg. Age in years	41.7	38.3	35.1
Avg. Experience Driver in years	9.3	8.6	8.3
Avg. Hours Worked Driver	10.7	11.7	12.4
Avg. Days worked in a week	5.3	6.1	6.1
Avg. Number trips per day	9.6	10.5	8.4
Avg. Trip price in Dollars	0.2	0.2	0.2
Avg. Age of the vehicle in years	25.5	27.0	31.0
Avg. Age of the vehicle at the moment of purchase in years	16.0	21.1	24.7
Avg. Age of service vehicle in years	9.7	6.9	4.7
Avg. Age Assistant in years	24.0	24.3	25.0
Avg. Experience Assistant in years	2.2	2.4	1.0
Avg. Days Assistant worked in a week	5.7	6.0	6.0
Avg. Hours Assistant plans to work on the day	7.7	10.0	14.0
Avg. Daily payment Assistant Dollars	8.4	8.4	6.1

29

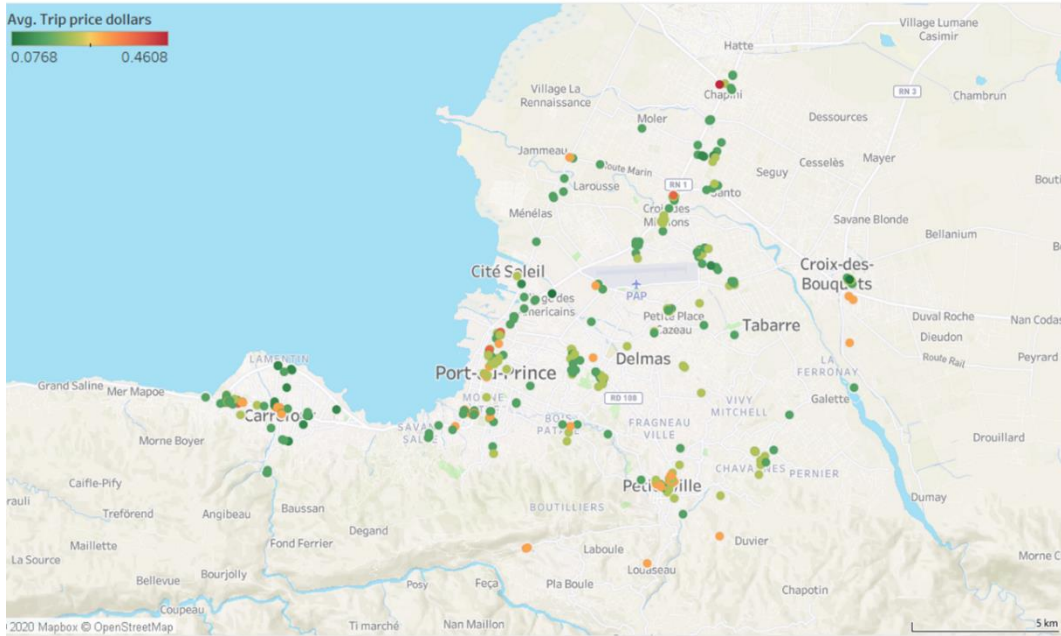
1 **Figure 5 Difference in average gross revenue between members and non-members**



2

3 **Figure 5** presents the differences in gross revenue between drivers not affiliated to any
 4 association and members of different associations. There are many associations, with some exclusive for
 5 owner-operators and others concentrating operators working specific routes or departing from specific
 6 city areas (e.g., Pétion Ville). The observed differences in gross revenue suggest that those associations
 7 where most drivers rent their vehicles show more considerable negative differences than those not
 8 affiliated with an association. Other factors connected with the differences observed in **Figure 5** between
 9 those earning more than drivers not affiliated with any association are the size of the membership and the
 10 routes of operation. For instance, the national association of drivers (ANC) has the highest positive
 11 difference in revenue. However, there is no evidence that drivers are aware of such differences in
 12 revenue. Evidence from observations in the field suggests that one of the main reasons not to change
 13 associations is a higher membership cost. Revenue is related to the allocation of routes to specific
 14 operators. Using trip price as a proxy, evidence in **Figure 6** illustrates the spatial distribution of trip fares
 15 across the city as reflected by individual prices reported by drivers at different stops. Given how the data
 16 was collected, it is not possible to trace the full extent of each of the routes. However, considering there is
 17 a diverse sample of routes covering PAP from different starting points, it is possible to establish that most
 18 trips in the central areas pay lower prices, while those in peripheral areas like Pétion Ville, Carrefour,
 19 and Delmas have some of the higher prices for longer trips. Routes covering longer distances, an ending
 20 both in the outer and central areas of Port-Au-Prince, have higher fares.

21 **Figure 6 Spatial distribution of trip prices in the sample**



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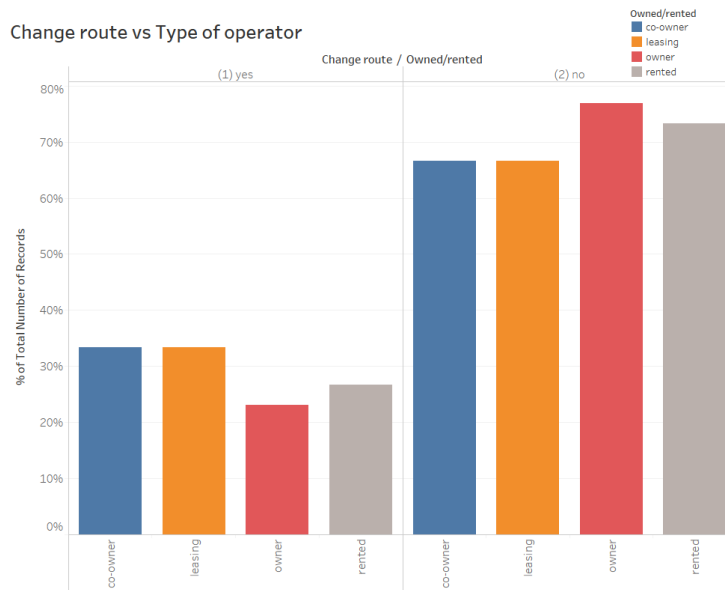
9

10

The above is connected with the behavior of operators concerning their route. Most operators do not change their route regardless of their mode of ownership (**Figure 7**). The categories that frequently change routes are co-owners and those leasing their vehicle, probably looking for better profitability. Analysis of the behavior of drivers changing routes suggests that the type of service (i.e., more extended line-haul services Vs. distributor services) may have a minor influence on the decision to change routes, as operators of shorter services, particularly of the sample of routes collected in the peripheries are more susceptible to interrupt services and change destinations while covering a specific route. Drivers also tend to interrupt routes at times of low demand, partially operating corridors where more people circulate to improve revenue.

11

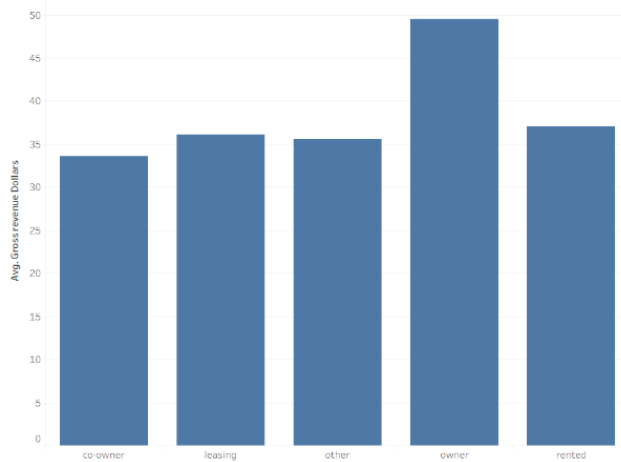
Figure 7 Reported route change by type of operator



12

1 The behavior of operators related to the route is linked with gross revenue and the type of
 2 operator. Three types of operators are identified in the study: Owners and Co-owners, Leasers, and
 3 Renters. The first category corresponds to operators who are sole owners of the vehicle or share
 4 ownership with other investors. Leasers are operators that do not currently own the vehicle but have
 5 entered an agreement with the owner to enter a payment plan to eventually become owners of the vehicle
 6 on top of any renting fee for the right to operate the Tap-Tap. Renters pay a fixed amount to the owner for
 7 the right to operate their vehicle. Their net revenue is the total obtained after paying for the renting fee
 8 and other direct operating costs. **Figure 8** shows owners receive 30% more than other operators before
 9 discounting costs, with higher daily revenues above even those of co-owners. Renters' and leasers' gross
 10 revenue are almost the same since leasers pay a small contribution to buy the vehicle as part of the rent.
 11 Different types of operators can collect similar earnings from fares.

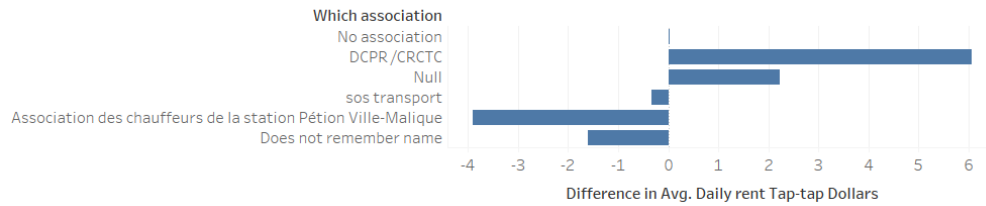
12 **Figure 8 Average gross revenue by mode of ownership of the operator**



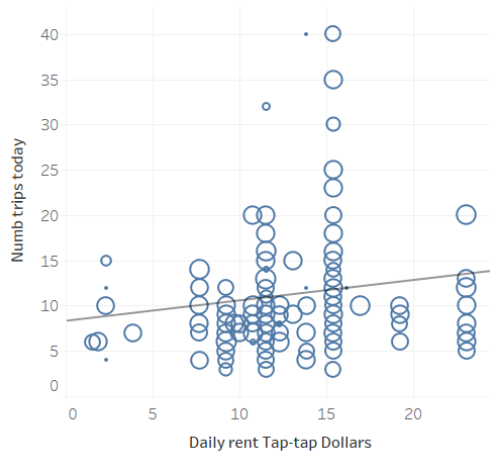
13 **Figure 9 (above)** shows that belonging to an association affects the rent price. Only in some
 14 cases is this beneficial for the operators. This is related to the association's focus, revealing those more
 15 concerned with workers' rights and those that support employers' interests. The rent price has
 16 implications on the number of days and the daily trips an operator makes. The general trend represented
 17 by the lines of best fit suggests that, for many operators, as the rent increases, operators tend to increase
 18 their daily trips and reduce the number of days they work in a week up to a specific point (15 USD
 19 approximately) (**Figure 9 -below-**). Lines of best fit presented across the manuscript are only an
 20 approximation to a complex relationship between prices and work intensity for drivers and do not seek to
 21 emphasize the linearity of the relationship. The range between 15 and 20 USD in rent prices shows much
 22 lower daily trips rates than lower rent prices, suggesting the relationship is not necessarily linear. The
 23 relatively mild slope of the trendline in the rent vs. days worked figure suggests that, on average, most
 24 drivers work between five and six days a week, with rent becoming one of the main differentiators of
 25 operators' net revenues and indicating significant inequalities among drivers concerning the costs of
 26 accessing their primary means of work.
 27

28 **Figure 8 Price of rent of Tap-Tap (above), Rent cost Vs. Trips made during the day (left), and Rent**
 29 **cost Vs. Number of days work in a week (right)**

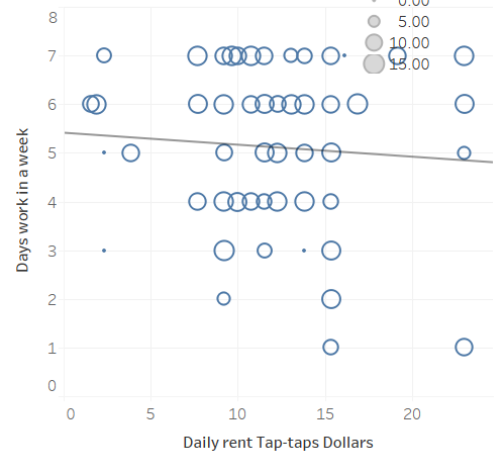
Influence of Association on rent price



Rent vs Trips during the day



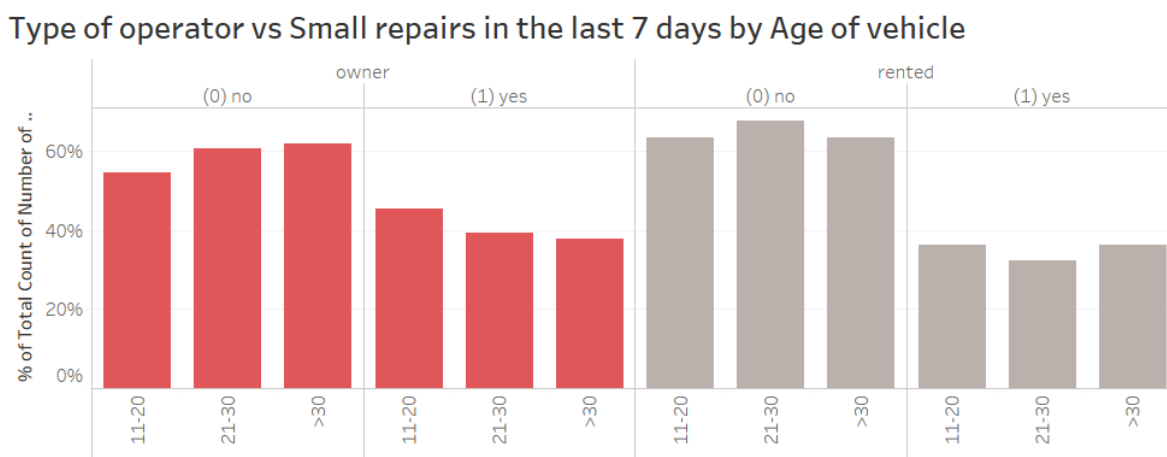
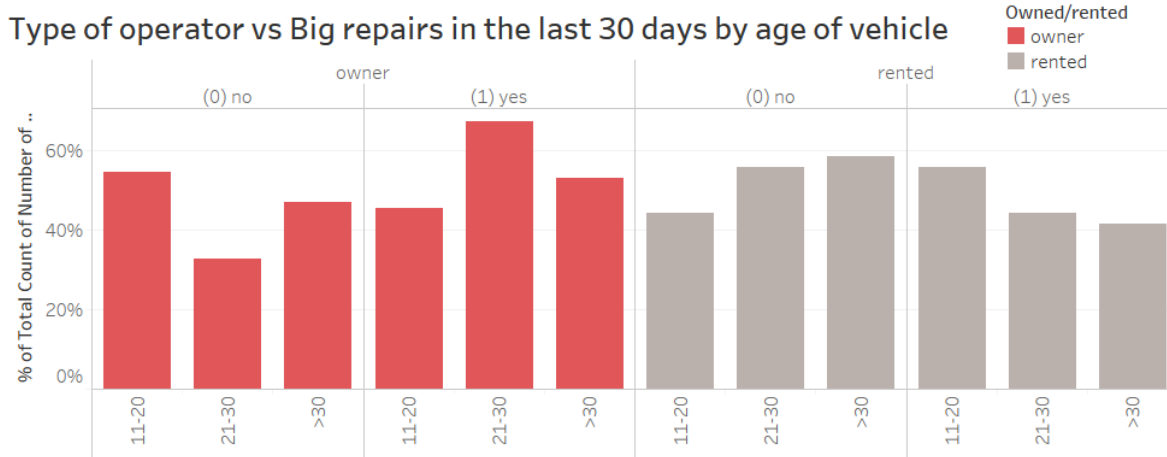
Rent vs Days worked



1

2 A frequent source of variable costs in the operation and business model of Tap-taps are repairing.
 3 The survey defines two categories for this item. Big repairs fix damages that put the vehicle out of
 4 operation. These are more frequent on renters with vehicles aged between 11-20 years but decrease as the
 5 vehicle gets older. The opposite occurs when the operator is an owner since the number of big repairs
 6 increases as the vehicle gets older. Small repairs, which can present problems but pose minor risks of
 7 immobilizing the vehicle, are frequently carried by the operator and can be related to tires, brakes, and
 8 electronics. These happen sporadically and are less frequent as the vehicle gets older, probably as the big
 9 repairs increase. It is interesting how owner-operators tend to carry out more repairs altogether.
 10 Interviews with local practitioners and some owners suggest that this is due to an effort by renting
 11 operators to maximize profits, sometimes ignoring minor mechanical faults until they become a big issue
 12 when the vehicle owner needs to cover the costs (see **Figure 10**).

13 **Figure 10 Repairs by mode of ownership and age of vehicle: big (above) and small (below)**

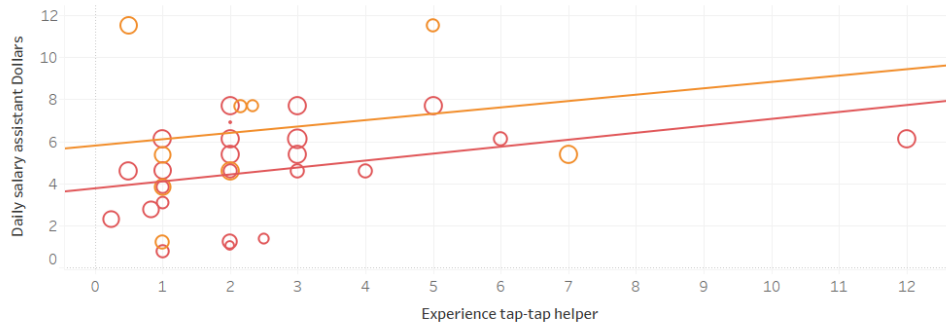


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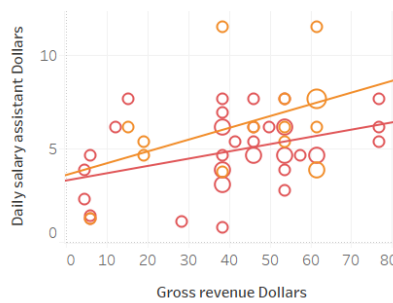
2 Assistants support operators with daily activities related to the operation, such as announcing the
 3 route, collecting the fare and helping moving passengers into the vehicle, as well as handling loads
 4 passengers might carry with them. Assistants can be announcer or collector, the second type being a more
 5 'senior' position within the mini-universe of the Tap-tap enterprise. These categories make explicit a
 6 hierarchy in the daily activities of the provision of public transport, which starts with the owner at the top
 7 and ends with the most junior assistant. However, at the lower levels of such hierarchy, personal
 8 relationships play a significant role. Experience and salary were found to be highly correlated, mediated
 9 by the type of relationship the assistant has with the operator (**Figure 11 - above**).

10 **Figure 11 Salary of the Assistant by experience (above), relationship (left), and type of work (right)**

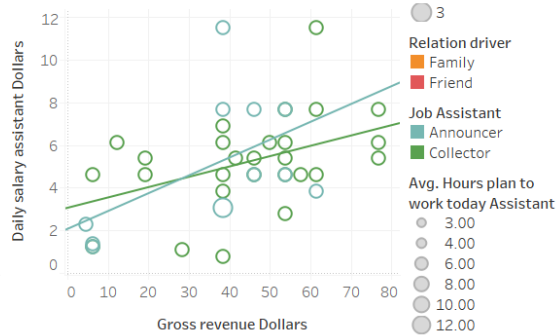
Experience vs Salary of assistant



Type of relationship vs Income of assistant



Type of work vs Income assistant



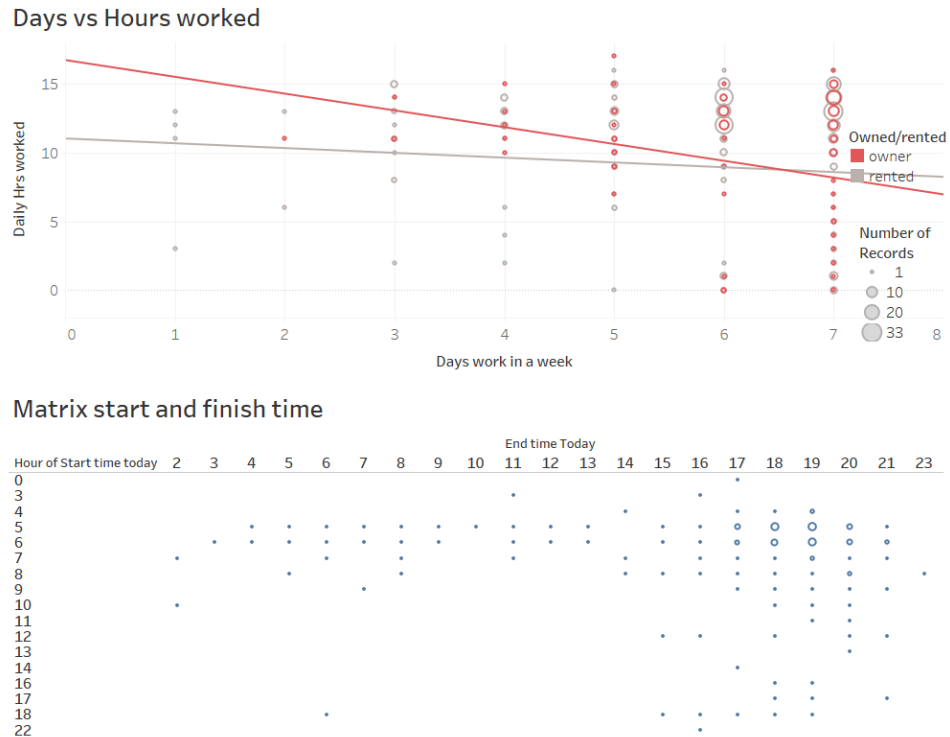
1
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3 As shown in **Figure 11**, the family earns better salaries than friends regardless of experience. The
 4 assistant salary is also positively related to the operator's gross revenue and confirms again that assistants
 5 who are family-related will benefit more from this (**Figure 11 -below-left-**). Moreover, assistant salary
 6 increases for both categories, although the increasing rate is higher for the announcer. Out of those drivers
 7 that reported kinship relationships with their assistants (14% of the total sample), 30% had a family
 8 relationship between driver and assistant, and the remaining 70% were reported as friends. Three out of
 9 the four assistants reported aged 18 or under had family ties with the driver. Most assistants in both
 10 groups are aged over 19, which does not support a hypothesis of labor exploitation in the public transport
 11 sector in PAP.

12 *Space-Time Dimension*

13 The space-time dimension links some of the aspects of the organization and operation of Tap-taps
 14 mentioned in the previous section with the operators' workloads and the main factors influencing their
 15 work patterns. Almost generally, Tap-tap operators work very long days and for most of the week. The
 16 survey shows that most operators work six or more days a week on average, but the number of hours a
 17 day depends on the number of days worked and the type of operator (**Figure 12 -above-**). Owners tend to
 18 reduce the number of hours they work when working more days, while renters maintain the number of
 19 hours worked (roughly 10 hours/day) regardless of how many days they work. A test of differences in
 20 means suggests that the difference in days vs. hours worked for owners and renters are statistically
 21 significant. Such differences suggest that job security associated with ownership of the vehicle adds an
 22 element of flexibility to operators, while those at a different stage of their career within the business may
 23 find themselves forced to longer working days and weeks. This aspect is worth exploring further in more
 24 detailed qualitative research. **Figure 12** (below) complements this finding with a daily matrix with a start
 25 and finish times of operations for respondents on the previous day. This reveals that most operators start
 26 at around 5-6 A.M and finish somewhere between 5-8 P.M.

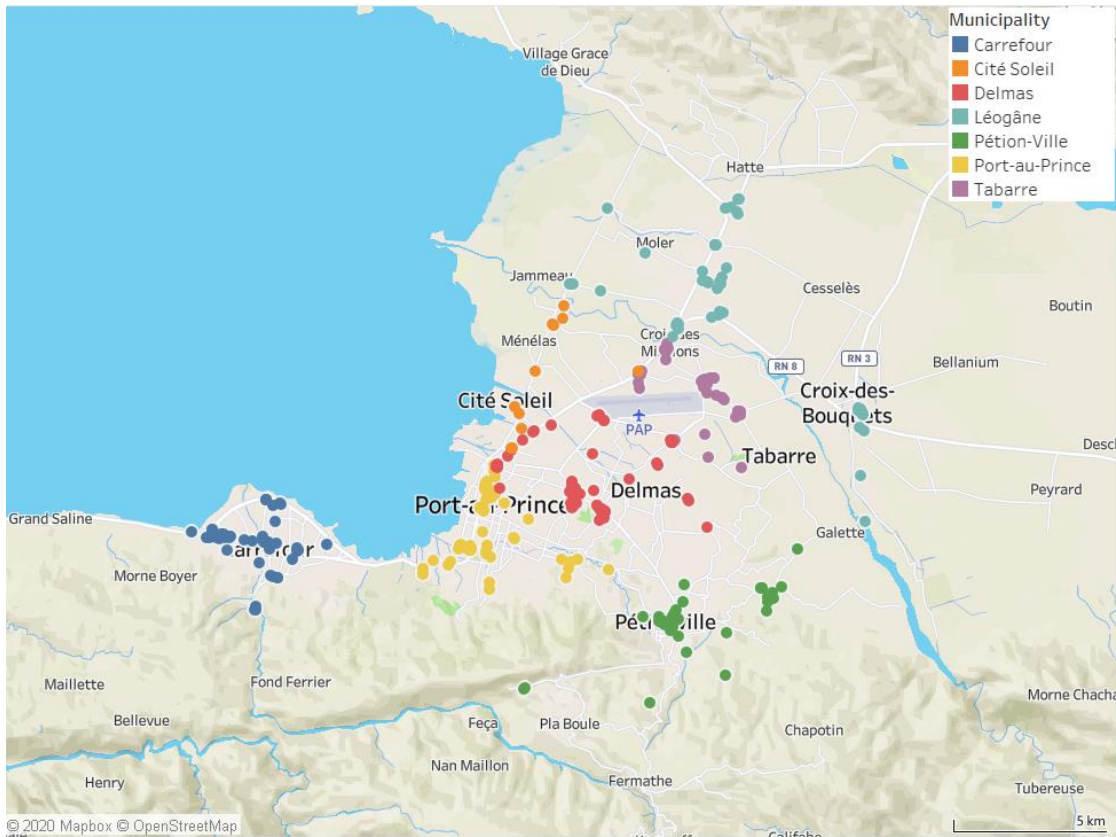
1 **Figure 12 Days vs. Hours worked (above) and time matrix (below)**



2

3 **Figure 13** shows the spatial distribution of operators based on the origins of their services in the
 4 Metropolitan Area of PAP based on the seven municipalities in the city and the location of the survey. It
 5 shows a similar comparative coverage of Tap-taps across the seven municipalities. It is not possible to
 6 display route alignments using this data as the surveyors did not necessarily trace the whole route during
 7 each survey. This proxy for the spatial distribution of the supply combined with the results of **Figure 6**
 8 suggests a center-periphery pattern of operation and a similar level of competition in different areas of the
 9 metropolitan area. Such spatial patterns determine long journeys for individual routes and could explain
 10 the long working hours of operators.

11 **Figure 13 Spatial distribution of the sample by municipalities across PAP**

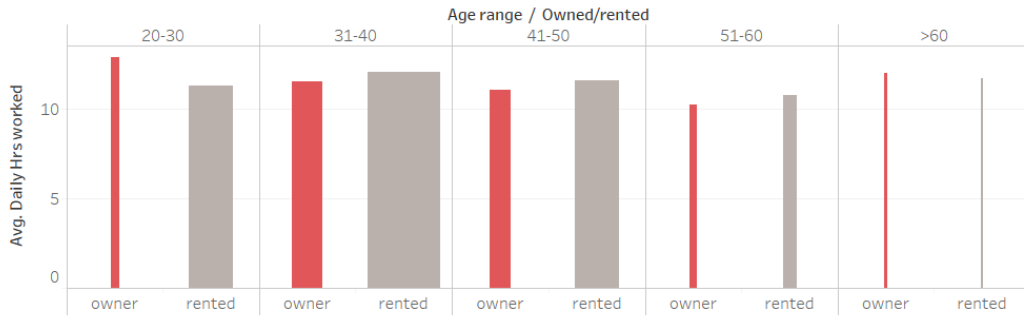


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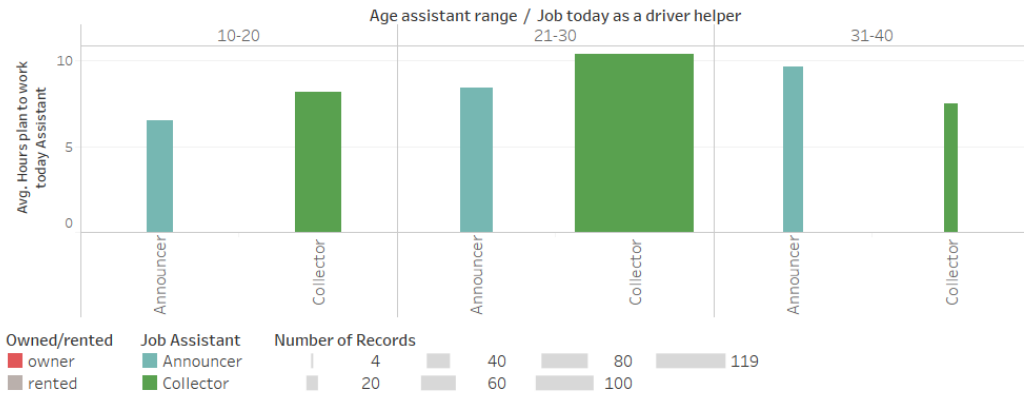
2 In PAP, hours of work by assistants vary significantly depending on age (**Figure 14**). Young
 3 assistants (10-20 years old) work less than 8 hours while assistants between 21- and 30-years old work
 4 more than 10 hours (almost the same amount as operators) in the role of collectors, and more senior
 5 assistants (31-40 years old) work less than 8 hours as a collector and almost ten as announcers. This has
 6 implications not only in terms of the operations and the way available assistance can influence the
 7 performance of a given Tap-Tap. This finding can also open spaces for discussion about child labour in
 8 the sector and the informality in working relationships between drivers and assistants, which seems to
 9 also be mediated by their kinship.

10 **Figure 14 Daily working hours for operators (above) and assistants (below) by age and type**

Type and age of operator vs Hours worked



Type of job and age of assistant vs Hours worked by assistant



1

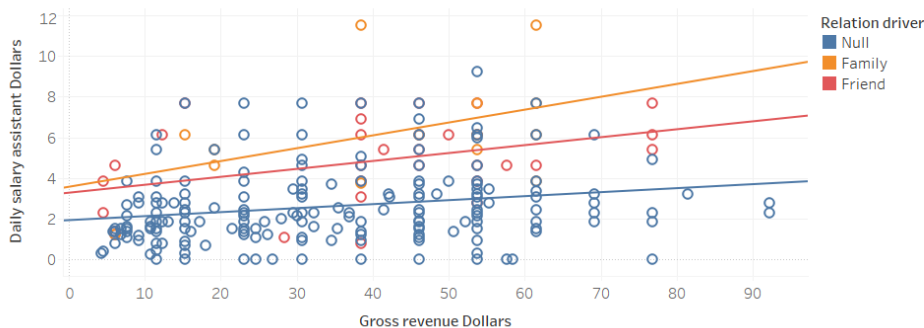
2 Social Dimension

3 The sample of operators and assistants in the survey is all males. There was no female operator or
 4 assistant in the study. From a social perspective, this is a crucial finding. Most operators are renters
 5 (65%), followed by owners (26%). Owner-operators are older than renters and have, on average, two
 6 more years of experience. Operators stay in the industry for a large part of their life. On the other hand,
 7 assistants have around 3-5 years of experience but start at ages between 14 and 33 years. Owners, co-
 8 owners, and others make one more trip than other types of operators.

9 Regarding assistants, co-owners do not have one. Daily payment to the assistant is around 8
 10 Dollars with the exemption of leasing assistants who earn 4 dollars more per day and are 3-4 years
 11 younger than other operators. Experience in the Assistant varies between the type of operator and the
 12 number of days and hours they work.

13 Figure 15 Revenue vs. Assistant salary

Revenue vs Assistant salary



14

1 The survey reveals assistant who is family earns more as gross revenue increases than if the
2 assistant is a friend or has no personal relationship with the operator (**Figure 15**).

3 The survey reveals that assistants receive non-monetary rewards, which depends on the type of
4 relationship they have with the operators. Family rewards include vehicle maintenance and repairs
5 training, driving lessons and clothes, and informal loans, while friends only received informal loans.

6 Driver characteristics are not different for operators who have had accidents or not during the last
7 30 days. However, vehicle characteristics, especially about repairs, show a higher amount of significant
8 and minor repairs and a higher rate of accident insurance among those that reported an accident in the past
9 month.

10 5. DISCUSSION

11 One of the main aspects of informal transport organization and operations in the literature is the
12 role of associations of operators concerning revenue, political representation, and operational and
13 functional efficiencies. Haitian public transport is, for the most part, regulated by the government from an
14 operational perspective, with set routes and controlled fares. However, the practices around the transport
15 provision business share many activities in the informal economy. For example, agreements for the
16 vehicle rental and work either as a Tap-tap driver or assistant are verbal, with no guarantees, access to
17 social security, or protection for the employee. Such conditions are very similar to what previous research
18 has suggested in similar contexts, particularly in early forms of collective transport in Central and South
19 America and Africa (Guillen, 2009).

20 Findings presented under the framework in **Figure 1** suggest that, from a functional perspective,
21 associations play a limited role for most operators. Two types of associations concerning Tap-tap are
22 identified. On the one hand, some associations represent vehicle owners and have power and influence
23 over decision-making. Such owners' associations negotiate fares, the definition of routes, and other
24 regulatory matters with public authorities. On the other hand, associations of drivers serve as a
25 mechanism for self-organization and representation of operators. Drivers' associations seek to improve
26 their collective position for influencing regulations as well as improving working conditions.

27 The survey mainly focused on the second type of association, as the driver reports membership.
28 Our findings suggest that a small percentage belongs to the associations and that most members of the
29 associations owned the vehicle they operate (**Table 1**). This perspective is relevant in the interpretation of
30 the findings of the analysis. For example, when comparing the gross revenue between members and non-
31 members of drivers' associations, the results show that in most cases, operators belonging to an
32 association have higher gross revenue (**Figure 5**). International research on paratransit in other parts of
33 the global south suggests the associations in PAP play a role of political representation of owners rather
34 than mediate as syndicates for all operators as in Sub-Saharan Africa, contributing to imbalances in power
35 within the industry (Cervero and Golub, 2007; Ehebrecht et al., 2018). As demonstrated across the results
36 section, different modes of vehicle ownership can be found among drivers of Tap-tap. The most frequent
37 is the operator that rents the vehicle for its commercial exploitation. As shown, a minimal share of the
38 sample leases the vehicle. Leasing implies that operators make a small contribution as part of the rental
39 price to buying the vehicle. The survey also showed evidence of a co-ownership model, where the
40 operator interviewed shares ownership with a relative, friend, or business partner. The second most
41 frequent mode of ownership among operators after the renters is the driver that owns his vehicle. Unlike
42 other cases in the literature, such ownership modes seem closer to unrouted forms of paratransit than the
43 routed type of service that Tap-taps provide (Gamble and Puga, 2019; Heinrichs et al., 2017).

44 While the data analyzed does not give a clear indication of the different routes in operation, the
45 distribution of trip prices across stations where the respondents' locations were reported reflects the
46 differences in the income perceived by operators (**Figure 6**). For renters, the value of the fee charged by
47 the owner will depend on the route where the vehicle can operate. Owners that have secured rights to
48 operate in the most profitable corridors tend to set higher fees for hiring the vehicles. Moreover, operators
49 who report higher rent fees also work on roads with steep slopes and in worst conditions, assuming the
50 added cost of maintenance that the vehicle owner is likely to incur as part of their rent. When adding the
51

1 costs of fueling, maintenance, staff, and rent, analysis of the survey found that owner-operators can have
2 5 or 6 times more net revenue than renting-operators. Strategies for profitability echo the conditions found
3 by Schalekamp (2017) in the pre-reform paratransit services in Cape Town, suggesting PAP is likely in a
4 similar trajectory that further regulations and reform could steer.

5 Conditions for renting have a knock-on effect on the distribution of working times and hours of
6 operation across operators under different ownership modes (**Figure 9**). Owners and co-owners have
7 higher autonomy for choosing the times and length of their daily workload. By contrast, renters tend to
8 work longer days and lower average days a week. Despite high degrees of informality in the economic
9 activities surrounding the provision of transport, drivers tend to maintain a fixed pattern of operations and
10 respect their assigned routes (**Figure 7**). As shown in the analysis of role changing by type of operator, a
11 small share of drivers admits changing their designated routes after they have started operating in them.
12 This is not just an indication of compliance. This suggests a form of social control within the system that
13 seeks that operators remain in their assigned routes. The level of stratification and social control suggest a
14 similar structure for regulation to what has been found in other services mimicking features of the formal
15 economy in the analysis of paratransit in other realities (Woolf and Joubert, 2013).

16 Modes of ownership govern almost every dimension of the organization and decisions in public
17 transportation in Haiti. When comparing the incidence of both big and small repairs (**Figure 10**), the
18 burden of day-to-day maintenance is more frequent in renting drivers. In contrast, structural repairs have
19 happened at least once for a larger share of operators in the group of owners, particularly in older
20 vehicles.

21 The advanced age of vehicles reflects a very active market of imports of used vehicles exploited
22 as public transport in Haiti (Lozano-Gracia and Garcia Lozano, 2017). Vehicles older than ten years are
23 commercialized to start a new ‘productive life’ as Tap-tap, sometimes finding vehicles nearing 40 years
24 still in operation. This market is incentivized by continuously trading increasingly older vehicles among
25 operators and owners in the Tap-tap business, maintaining ancient vehicles in the system for a long time.
26 The oldest vehicles become the main point of entry to asset ownership for operators that have been
27 renting. Similar to the findings related to assistants in the service, family and other social ties play a role
28 in the transference of vehicles (**Figure 11**).

29 Findings in the space-time dimension suggest that long working hours and weeks are the norm
30 rather than the exception. Those in more vulnerable situations -such as operator-renters paying a high rent
31 fee- are forced to engage in exploitative conditions of long working days at the expense of their health
32 and well-being. Findings also suggest that there is dynamic nature of the work of the assistant throughout
33 the day. In high-demand hours, more assistance is required, sometimes needing more than one aid for
34 specific times of the day. There is another implicit degree of inequality in this regard. As shown, leaser-
35 operators do not hire assistants, which implies either higher workloads or avoiding the most valuable
36 times of operation altogether. This adds insights to the only other reference about informal transport
37 operation in the Caribbean (Anderson, 1987) while reflecting that documented conditions in a similar
38 context decades ago still share some similarities with the current features of Tap-tap operation in PAP.

39 The analyses of the social dimension help to complete the understanding of Tap-taps and the
40 complex inequalities and structural factors governing the way they operate and get organized. The social
41 capital aspect and a more detailed examination of assistants suggest that the family's involvement in the
42 activities around operation turns the vehicle into an asset for the driver's household (**Figure 15**). This is
43 reflected by the non-monetary compensation that assistants receive, put into perspective with previous
44 findings. Benefits such as lessons in driving and mechanics pave the way for the entry of the assistant to
45 the business, giving him new skills that are relevant for the activity in the higher roles of the operation.

46 6. CONCLUSIONS

47 The paper finds low levels of representation and organization, a limited role of drivers'
48 associations, an overwhelmingly old fleet, and a masculine, unequal and exploitative system for
49 operations. Personal relationships play a significant role in the profitability of support functions of
50 informal transport services. When looking at the entirety of the evidence, we found that in the case of
51

1 Port-au-Prince, the business practices are hierarchical, closed, and traditional. From the functional
2 perspective, the business of providing transport via a Tap-tap places constant trade-offs between working
3 hours, days, and operational costs to maximize revenue.

4 Findings from all dimensions suggest that the Tap-tap industry rewards those with capital first,
5 given their ability to own vehicles, organize in syndicates to influence decision-making, and have the
6 most profitable operational schemes. It rewards those with sizeable social capital within the public
7 transport business second, allowing those with connections to have better conditions and payment. This
8 makes it a close industry where membership and participation can be mediated by power and
9 relationships, even at the lower levels of operation. Such structure perpetuates hierarchies and sets a
10 system of internal social mobility within the business that may explain some operators' very long years of
11 service. Being an industry with low entry requirements, it becomes a viable source of livelihoods for
12 young men in a country with high unemployment rates and formal job supply. The possibility to climb in
13 the internal hierarchy and the availability of a relatively steady source of income implies that many
14 operators become Tap-tap workers for life. Such a trend leads to a self-contained industry and the internal
15 transference of knowledge and practices, including perverse practices against service quality. The high
16 level of tradition also poses barriers to introduce innovation and technology, with those in the higher
17 levels of the hierarchy being older and having consolidated perspectives and practices. From a policy
18 perspective, this is a significant challenge to tackle in modernizing public transport supply in this and
19 other similar contexts. Understanding operators and their practices can become an entry point for
20 designing strategies for coproduction policies and actions that respond better to their needs and consider
21 their perspectives.

22 The analysis of PAP's Tap-taps presents a paradox for analyzing the social and functional
23 contributions of such services. On the one hand, Tap-taps, like many other systems in the Caribbean,
24 enable social mobility for its workers and become a reliable source of income and livelihood in a country
25 challenged by poverty, low degrees of education, and unemployment. However, the same structure that
26 rewards capital and social connections also closes itself to innovation and natural evolution, passing
27 practices as old as the vehicles they operate to newcomers. The user unavoidably absorbs the
28 inefficiencies and externalities stemming from such a system. There is a clear need to understand the
29 value and incentives these informal industries offer to those working there to design forms of organization
30 and operation that can preserve many of its benefits while reducing social costs. Future research needs to
31 examine further the spaces for participation and representation and coproducing alternatives with both
32 users and providers.

33 Policy responses to the current structure of Tap-taps in PAP in the short and medium-term can be
34 classified in the three categories presented in **Figure 1**. In the functional dimension, stronger regulation
35 that incorporates further entry barriers to the industry can contribute to regulating supply. Such regulation
36 can make considerations for restricting the maximum age of vehicles for commercial operation, restricting
37 operation of Tap-taps based both on the overall age of the vehicle and their service time for commercial
38 use. This means setting a threshold for the maximum age at which a "new" Tap-tap can be introduced to
39 the market and enforcing age limits for Tap-taps already in operation. The latter responds to the high
40 frequency of big and small repairs that jeopardize the sustainability and safety of the vehicle, contributing
41 to road safety risks. At the core of such policies, there is a need for a thorough vehicle registry explicitly
42 designed for commercial vehicles, which can build on some of the features of the data collection
43 instrument developed for this study. Strengthening information for planning and enforcement can
44 contribute to developing tailored regulation for Tap-tap operations and overall public transport
45 coordination.

46 The space-time dimension reflects imbalances in the distribution of operators across the day and
47 the metropolitan area and their workloads depending on the type of vehicle ownership and assigned route.
48 From a policy perspective, ensuring public transport supply to shift workers and night-time activities can
49 contribute to broader social and economic goals. However, this can only be achieved by designing and
50 implementing incentives and disincentives for the temporal concentration of supply and operators'
51 overworking in search of additional profit. One such incentive is the development of subsidies to less

1 profitable routes and times of the day, which lead some operators to choose such routes and times.
2 Moreover, regulation and enforcement are necessary for the protection of operators by introducing caps
3 for hours of operation, incentivizing owners and operators alike to develop shifts that allow for improving
4 the working conditions of drivers. This can contribute to the redistribution of supply, improvement in
5 quality of life, and reduction in risks.

6 The social dimension provides relevant insights for innovative policy avenues to emerge. In order
7 to break the cycle of self-containment and traditional practices in the business of public transport, there is
8 scope for the introduction of training programs and capacity building for young assistants, drivers, and
9 new vehicle owners. While traditional approaches to training in public transport and approaches to
10 modernizing paratransit have focused on road safety and operation perspectives, Tap-taps' organizational
11 and social structure may benefit from a focus on management skills and the introduction of alternative
12 ways to carry out the operation. Targeted programs for training aspiring Tap-tap owners in business
13 management and operation can lead to better decision-making in the day-to-day operation. Moreover,
14 training assistants and new drivers on maintenance, road behaviour, and organisational identity and
15 marketing can help break cycles of inheriting practices from more experienced operators and owners. The
16 example of Matatus in Nairobi (Klopp and Cavoli, 2019, 2017) can inform programs to increase
17 ownership and identity of Tap-taps as more than a livelihood. Training in new technologies, technical and
18 financial assistance to operators to adopt and develop platforms can also contribute to the modernization
19 of service and progressive improvement in its quality. A subsidy for acquiring equipment and training in
20 the use and development of apps can help with the self-organization of Tap-taps. References from the
21 literature suggest technology can lead to transitions in practices that are often more efficient than
22 traditional means, as seen in other parts of the global south in motorcycle taxis and jitneys (Medeiros et
23 al., 2018; Tirachini et al., 2020).

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