



# Chapter 6

## Embed commitment in policy

59% of the people walking and cycling in Africa are supported by a policy

A walking and cycling policy either stand alone or as part of an integrated transport strategy, is an enabling condition that puts people and the planet first in transport planning. It sets out the intent of a government, increases recognition of the importance of walking and cycling, acts as a catalyst for provision of safe infrastructure for pedestrians and cyclists and leads to integrated and systematic investment in walking and cycling.<sup>99</sup> Without a policy, the benefits with regards to health, air quality, safety, accessibility and comfort risk being underutilized or lost. A policy and accompanying action plan both support governance systems (“Enable”) and the urban transport system itself (“Avoid”, “Shift”, “Improve”)<sup>100</sup>.

### Executive Summary

Evidence and good practice to inspire action

### Chapter 1

Walking and cycling, the predominant mode

### Chapter 2

Safer streets, safer spaces

### Chapter 3:

Access to safe and affordable transport

### Chapter 4:

What is it like to walk and cycle in Africa?

### Chapter 5:

Promote and celebrate walking and cycling

### Chapter 6

Embed commitment in policy

**National and city-level policies on walking and cycling are increasing in volume across the continent.** In 2016, 9 countries were noted as having a relevant national policy (16%) for walking and cycling. The Share the Road Global Outlook Report stated that policies and plans in developing countries had not yet made sufficient impact. Nor had they been adequately enforced, implemented or assessed for effectiveness. The report identified South Africa as having strong but ineffective policy. Tanzania, Cote d'Ivoire and Uganda had weak and ineffective policy and Kenya, Zambia, Mozambique, Rwanda, Ghana, Namibia and Malawi had no effective policy to note.

**In 2019, 19 of the 54 countries in Africa were reported to have a walking and cycling policy (35%). This means that more than half of the total population in Africa**

**has a policy or strategy document to support the most common mode of transport.** While it is too soon to define best practice in the local context since there are some consistent challenges with implementation, there is certainly inspiring policy and practice emerging.

For those that have policy, an assessment has been done to determine whether that policy comprehensively values and prioritizes walking and cycling. This is indicated by whether action plans are funded with time-bound targets and clear performance metrics. In the map below, a score of 5 indicates that the policy incorporates these dimensions while a score of 1 indicates that the policy makes reference to core issues but does not include actionable items (i.e.: no clear budget, goals or performance measurement).



**FIGURE 18** Walking and Cycling Policy Landscape

## 6

## Action 6: Create and implement policy from the evidence and knowledge

The increase in policy development is likely due to a combination of more in-depth study and understanding of the transversal nature of walking and cycling. There is evidence that the policies are becoming stronger and more effective too. The policies emerging in Rwanda, Ethiopia, Nigeria, Kenya, Namibia, Uganda and Zambia in particular are becoming increasingly utilized in decision making.

In Africa, higher income together with low income countries tend to have more policies than the global average. 30% of low income countries in Africa have a walking/cycling policy. Generally, lower middle income countries in Africa are less likely to have policies when compared to the global average.

**Non-motorised transport together with public transport has a significant role to play in providing a sustainable alternative to the private motor vehicle, in reducing overall carbon emissions**

City of Johannesburg Framework for Non-Motorized Transport

**Some African governments are using policies and strategies to incorporate goals that are central to achieving Sustainable Development and Climate ambitions.**

Newer policies have references to economic vitality; improved public health and greater social cohesion. New goals and strategies often take into account the special needs of disadvantaged populations by focusing on universal access and the needs of vulnerable groups. This approach requires that professionals from different sectors such as health, finance, education, transport and urban planning are able to take advantage of the cross-sector benefits.

**Reducing pollution and focusing on the climate impact of transport is among the most urgent priorities.** Few cities monitor air pollution holistically or have carried out source apportionment studies. However, for those that have, transport is consistently identified as a main contributor.<sup>101</sup>

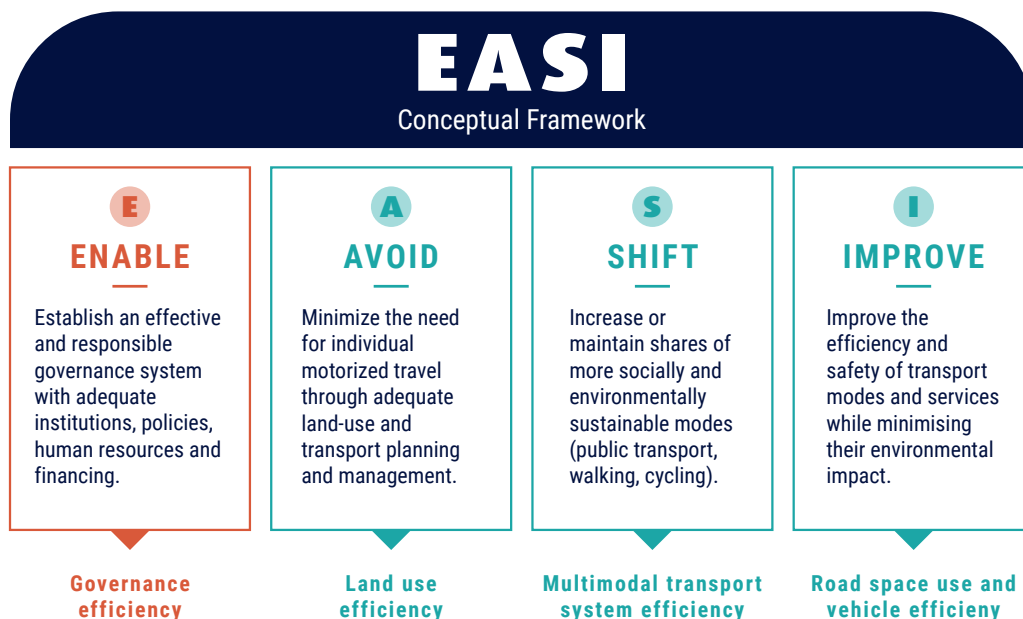
On a policy level there is a distinct focus on local air pollution and greenhouse gases. The Nigerian Federal Non-Motorized Transport policy aims to meet ambient air quality norms 350 days a year.<sup>102</sup> The Zambian Non-Motorized Transport Strategy indicates that “government will prioritise urban transport modes that minimise emissions of harmful local pollutants and greenhouse gas emissions.” The Namibian transport strategy encourages greater use of NMT and public transport in urban centres as a first point in reducing vehicular emissions and the creation of liveable cities.<sup>103</sup>

However, generally speaking, low priority is given to climate risk and resilience in practice. Research suggests that concern over climate change is a low priority in African cities compared to other more immediate needs like reducing road fatalities. Greater awareness of the impact of climate change and the co-benefits of taking low carbon action in the transport sector is needed.<sup>104</sup>

Maintaining the share of low carbon modes in emerging cities is an important short to medium term policy plan.<sup>105</sup> In most, if not all, urban areas of Africa, walking is the dominant mode. Yet pedestrian infrastructure where it does exist, is often used as impromptu parking, or by street vendors. Making walking attractive and comfortable is an important “shift” strategy that would maintain and potentially increase the modal shares of both walking and cycling.<sup>106</sup> In October 2020 relevant commitments to walking and cycling were made by 10 African countries in their nationally determined contributions to reducing carbon emissions. Most focus on infrastructure improvements,

Transport plays an important role in the triple planetary crisis, specifically, increasing emissions and pollution. This report provides the evidence - we require a transformational shift in how transport investments are made. Critical to this shift is the creation and implementation of the right policies backed up by evidence and knowledge. UNEP (through our Share the Road Programme) will continue building regional momentum and collaborate to minimize the environmental impact of transport.

**Carly Gilbert-Patrick, Team Leader - Active Mobility, Digitalization & Mode Integration, UNEP.**

**FIGURE 19** EASI Conceptual Framework

Adapted from Policies for Sustainable Accessibility and Mobility in Urban Areas of Africa (SSTAP 2015)

but also campaigns and supportive land use planning. The extent of these commitments requires further analysis to understand how these connect to other policies. The countries with reference to walking and cycling in their NDCs include: Burundi, Cabo Verde, Ghana, Lesotho, Malawi, Rwanda, Seychelles, Sierra Leone, Tanzania and Togo.

There are some inspiring actions when it comes to climate actions and green recovery from COVID-19. Ethiopia for instance has committed to building “sustainable transport systems for resilience through enhanced access to mobility.”<sup>107</sup> This includes having up to 69 cities and towns with dedicated non-motorized transport lanes for bicycles by 2030 (506km). Ethiopia has included Active Travel in their Nationally Determined Contributions (NDC). Rwanda’s NDC also incorporates a goal of increasing resilience of transport infrastructure and improving health outcomes by investing in sustainable mobility infrastructure, including non-motorised transport lanes.

Beyond better recognition of the climate and environment dimension, there is also still some work to do in genuinely engaging with and delivering on the needs of vulnerable groups. Research indicates that many African countries exclude, or only generally include, people

with disabilities in their wider transport policy framework.<sup>108</sup> Up to 80% of people with disabilities live in developing countries and an estimated 60–80 million of them living in Africa.<sup>109</sup>

While there is significant evidence that existing walking and cycling transport policies were drafted with the involvement of vulnerable groups and address their needs, representatives of these vulnerable groups often perceive them to be ineffective due to their poor implementation.<sup>110</sup>

### Give priority to people walking and cycling in policy

*Do transport decisions give priority to people walking and cycling?*

Political leadership needs to enable and foster collaboration so that the combined ambitions, budgets and staff resources can be used to tackle air pollution and climate change, address road safety issues, and protect and promote health and well-being.

Walking and cycling is important for multiple agendas. Creating multidisciplinary, cross-sectoral, and multilevel government teams, led by transport departments, to realise how their combined responsibilities impact people walking and cycling, provides a practical

governance framework for developing effective policy. Inviting non-government experts to provide technical support and share experiences from other places can build capacity and improve the team's confidence with decision making and the setting of priorities.

Quantifying the gap between the needs of people walking and cycling and the reality of the everyday experience can help secure commitment at all levels of government to improve the level of service.

Political commitment to action in advance of a policy being developed reduces the potential for delay in its delivery. Support from the highest level of office reduces the potential for bureaucracy to be a barrier to visible change, however, local support is required to translate high level intent into relevant action.

**New policy benefits from clear connections to existing policy commitments.** The allocation of more resources to walking and cycling will deliver a reduction in fatalities and improvement in wellbeing (SDG 3), less inequalities (SDG 10), an improvement to air quality and reduction in emissions (SDG 13), stronger infrastructure resilience (SDG 11) and others.

**No matter how well a walking and cycling policy is written, without funding and political will, it will be a challenge for the policy to become a reality.** It is critical to engage the Ministry of Finance and enter into dialogue for including investment in the budget cycle. Lack of transparency in financing can also be a challenge.<sup>111</sup> Generally, transport investments are characterised by predominantly national government spending.<sup>112</sup> Engaging national ministers, local politicians, transport directors, the police, engineers and transport users in policy development and planning process helps with the reallocation of existing transport budgets. This is important as these funds are usually inclined toward large infrastructure projects.<sup>113</sup>

Comprehensive policies and achievable targets can draw funding from multiple donors like the UNRSF. The fund is a public-private partnership with a mission to improve the state of the world by halving global road traffic deaths and injuries. UNRSF has co-financed hundreds of kilometres of safe walking and cycling infrastructure and supported safer access to schools around the globe.<sup>114</sup>

In some instances it is also possible to obtain climate finance. In Botswana, the "Incorporating Non-Motorized (NMT) Transport Facilities in the City of Gaborone" project unlocked US\$ 891,630 of financing from The Global Environmental Facility (GEF). The project which also saw a US\$ 1,365,300 contribution from the Government of Botswana aimed at, amongst other things, improving NMT infrastructure through well designed and constructed network with replication in other cities.<sup>115</sup> Although the project did not necessarily achieve all of its targets, the project ensured a stronger policy framework and secured future funding of bicycle tracks and pedestrian walkways for all new roads.<sup>116</sup>

Including site visits in the policy development process helps develop a collective understanding of the existing situation, the policy requirement and what needs to be addressed in an action plan to overcome any limitation on effectiveness. Site visits need to take into account the special needs of disadvantaged populations such as women and people with disabilities.

Walking and cycling policy require outcome and impact indicators, action plans and funding to be associated with them from the outset if they are to be effectively implemented and able to demonstrate benefits. Giving national transport authorities responsibility to monitor and report progress to Ministers helps with accountability and realising desired outcomes.

**Table 6.1: Commitment Tools and Guidance Materials**

Tool 
International Charter for walking
NMT Policy Development
How to develop an NMT strategy or policy
Cycling City label
Green and healthy streets declaration
Climate case for investing in walking and cycling
Investing in walking and cycling
Cost benefit analysis
Adaptation and Mitigation Interaction Assessment Tool
A guiding framework for national urban policy

#### Outcome Indicator

*Policy exists that values retaining, protecting and enabling people to walk and cycle which has an action plan, budget and impact reporting framework.*

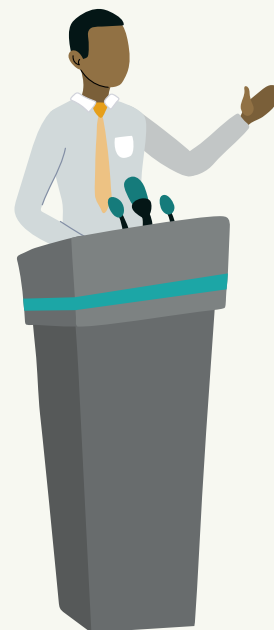
## Case Study: Leadership in Nairobi Metropolitan Services, Kenya

**Nairobi City County was the first authority in Africa to agree 20% of their budget to walking and cycling as part of a 2015 transport policy commitment.<sup>117</sup>**

A reorganisation of the governance framework took place by order of the President in 2019, to enable the money to be allocated into visible projects. Nairobi Metropolitan Services (NMS), part of the Executive Office of the President, was mandated to manage health, transport, planning and public works and allocated a budget of 20 billion Kenyan Shillings (\$190 million). The unit is focused on reactivating garbage collection and implementing a solid waste management plan, building pedestrian walkways and improving water sanitation in the first instance - which were seen as key to the city's regeneration.

Decongesting the city centre is a priority for the team which led to actions that included the rehabilitation and reintroduction of traffic signals, an automated hourly car parking system and construction of walkways along streets such as Muindi Bingu, Wabera and Kenyatta Avenue.

In partnership with NAMATA, the Nairobi Metropolitan Area Transport Authority, NMS agreed to implement the Nairobi Integrated Urban Development Plan (NIUPLAN) and effect the goals for walking and cycling that were drafted in the 2015 policy. This has included the provision of street furniture, paved walkways, as well as improved conditions for pedestrians as a precursor to a commuter rail plan in the future.



## Case Study: A comprehensive policy for Addis Ababa, Ethiopia

**In 2019 the Addis Ababa Road and Transport Bureau (AARTB) launched the Ethiopia Non-Motorised Transport (NMT) Strategy 2019-2028, a 'roadmap for the development of high-quality walking and cycling facilities across the city'. This happened with the support of UN-Habitat and ITDP, as part of the United Nations Road Safety Trust Fund project 'Scaling Up Safe Street Designs in Ethiopia'.**



The plan proposes the construction of 3,000km of walking and cycling facilities and the introduction of 4,800 e-buses in the next decade. It was developed following extensive stakeholder meetings and workshops from a variety of government departments and authorities, private and civil society organisations, and academic practitioners. The development of the Strategy included site visits across multiple towns and centres in the country.

The strategy includes specific and measurable targets for 2028 including a goal to see that women constitute 50% of cyclists. The Federal Transport Authority,

under the national Ministry of Transport, will monitor progress of the strategy, tracking progress toward implementation targets, and measuring strategic outcomes. 69 cities were selected and expected to benefit from implementation, to ensure safe walking and cycling planning and infrastructure design in secondary and tertiary cities. This also guarantees a nation-wide focus rather than sole attention to Addis Ababa.

The strategy commits to a walking and cycling network, greenways, street lighting, intersection improvements, bike rental and parking, traffic parking and vendor management. Responsibilities for the actions, led by the Transport Minister, are allocated to 10 areas of government. The policy includes 7 implementation targets and 6 outcome indicators aiming to maintain demand, reduce risk and improve equity and air pollution.

## Case Study: A mobility plan with funding for Yaoundé, Cameroon

**The city of Yaoundé developed a SUMP over a 12-month period.<sup>118</sup> The process included an extensive collection of data which identified that walking is the main mode of transport in the city, with more than four million trips every day. It was completed in 2019 and has attracted nearly \$1 billion USD of investment.<sup>119</sup>**

As a result, the plan concluded that all new road projects needed to have a pedestrian component, through the construction of footpaths and safe road crossings as a minimum in the short term. It also recommended a long-term standalone 'pedestrian plan' to ensure sufficient attention is paid to understanding where people are walking, the location of footpaths and the identification of 'dysfunctions' or breaks in connectivity of the continuous network. Commitments include a future focus on where destinations generate a lot of foot travel such as bus stations, markets and shopping centres to improve walkability.

The plan program was estimated to cost (\$1.076bn). International funding from the French Agency of Development and the European Union supports a national budget from the Ministry to enable the policy. A budget of €6.4 million (\$7.7m) was allocated in the first phase to improve the walkability of the city.

