

People and Mobility

Promoting non-motorised transport options and compact cities as complements to public transport



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Preface

UN-HABITAT, in cooperation with the African Bicycle Network (ABN) and the German International Cooperation (GIZ), organized an Expert Group Meeting on “Sustainable Mobility for African Cities. Promoting non-motorized transport options and compact cities as complements to public transport” on October 7th in Dakar, Senegal. The meeting was

an action oriented forum to share experiences and innovative solutions for addressing policy challenges related to sustainable urban transport systems. The meeting was attended by experts on sustainable mobility matters from International Organizations, Non-Governmental Organizations (NGO), Private Sector and Civil Society.



Separated bicycle lane in Accra, Ghana. Photo © Cycling out of Poverty

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Abbreviations

ABN	African Bicycle Network
BEN	Bicycling Empowerment Network
BSPW	Bicycle Sponsorship Project and Workshop
BRT	Bus Rapid Transit
CAN	Cycling Academic Network
CCE	Centre for Cycling Expertise
CSIR	Council for Scientific and Industrial Research
FABIO	First African Bicycle Information Organization
GIZ	Gesellschaft für Internationale Zusammenarbeit (German International Cooperation)
I-CE	Interface for Cycling Expertise
ITDP	Institute for Transportation and Development Policy
MTA	Monrovia Transport Authority
NGO	Non-Governmental Organizations
NMT	Non-Motorized Transport
PABIN	Pan Africa Bicycle Network
UATP	Union Africaine des Transports Publics (African Union for Public Transport)
UN-HABITAT	United Nations Human Settlements Programme



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business...

airtel
avoid congestion



Avoid congestion. Photo © C.Schlosser/ UN-HABITAT.



Introduction

Functioning transportation networks are a key element for cities and towns across the globe and are a precondition for economic activity and social participation. In addition to its importance as an urban service in terms of moving people and goods, the transport infrastructure and service sector itself is a significant generator of wealth and employment. However, the economic and social benefits of urban transport are frequently accompanied by negative side effects such as congestion, social exclusion, accidents, air pollution and energy consumption.

Since the mid-20th century, the negative side-effects of urban transportation have become particularly apparent in the metropolitan areas of developed countries. Rising car traffic volumes are increasingly causing loss of economic productivity, environmental degradation and affect overall quality of life in cities. In developing countries, rapid urbanization and motorization in combination with insufficient investment in infrastructure have led to similar problems, often exacerbated by urban poverty and social exclusion. In the face of a rising global population, continuing urbanization and the emergence of megacities, there is heightened urgency to apply solutions in the urban transport sector that contribute to sustainable urban development and to provide a comprehensive response to the issue of global warming.

As the United Nations agency for housing and urban development, UN-HABITAT promotes policies and models to achieve sustainable urban transportation systems across the globe. Set against the overall mission of the organization to promote socially, environmentally and economically sustainable human settlements

development, the practical work places particular emphasis on promoting effective answers to the challenges of the rapid urbanization process in developing countries and the needs of the urban poor. At the same time, urban transport policy all over the world has to substantially contribute to solutions addressing global warming. The central task is to encourage transport policies and investments that contribute to improved urban productivity, living and working conditions for urban residents by catering for their mobility needs in an economically efficient, environmentally sustainable and socially inclusive manner.

To work towards sustainable urban transport systems, five key thematic areas can be identified (i) Linking transportation to urban planning to reduce motorized trips, (ii) Non-motorized transport infrastructure, (iii) Public transport systems (iv) Car traffic demand management and (v) Vehicle and fuel technologies and efficiency.

The Expert Group Meeting on “Sustainable Mobility for Africa Cities: Promoting non-motorised transport options and compact cities as complements to public transport” brought together representatives from key agencies, key institutions and other stakeholders involved in urban transport issues in the region. At the centre of the discussion was the current state of non-motorized transport infrastructure and public transport systems in West Africa. Effective practices and policies enhancing the finance and application of non-motorized and improved public transport systems in West African cities were addressed. Participants discussed in interactive sessions, the way forward on working towards healthier and safer modes of travelling accompanied by increased mobility.

Objectives of the Expert Group Meeting



The discussions during the Expert Group Meeting on “Sustainable Mobility for Africa Cities: Promoting non-motorised transport options and compact cities as complements to public transport” explored how models and approaches have been successfully implemented to promote non-motorized and public transport in West African cities. Best practices served as input on how similar approaches can be transferred and applied widely.

The objectives of the Meeting were as follows:

- The development of an understanding of the current status, key issues, challenges and opportunities for sustainable urban transport systems in West Africa, including non-motorized transport and public transport.
- The development of a network of key stakeholders active in developing sustainable urban transport systems in West African cities and beyond. The network should build a basis for future exchange on non-motorized and public transport best practices, problem solving mechanisms and partnerships in the promotion of sustainable urban transport systems.
- The development of a broad agreement on an operational plan for the promotion and financing of sustainable urban transport mechanisms in West Africa. The operational plan should serve as a basis on the way forward for the promotion and financing of sustainable transport mechanisms in West African urban areas.

The Expert Group Meeting took place at Hotel Meridien on Thursday 7th of October 2010. The meeting was attended by development organisations (including GIZ, UNHABITAT and I-CE), civil society organisations involved in bicycle advocacy from around Africa and government officials.

This report covers the process and general debate of the Expert Group Meeting on Sustainable Mobility for African Cities in Dakar, Senegal, following the 1st UATP Congress on African Public Transport. The Expert Group meeting was jointly organised by UN-HABITAT, the African Bicycle Network, and the GIZ.





Presentations and debate

The Expert Group Meeting was organized in three sessions. The first session of the meeting drew upon presentations providing an overview on policy initiatives promoting sustainable transport systems, the second session focused on country experiences whereas the closing session gave room for a panel discussion on the way forward on the promotion of sustainable transport in African cities.

As a curtain raiser the programme started with the release of the video: "Cycling with honourable people" (Copyright 2010 © African Bicycle Network - <http://www.youtube.com/watch?v=hG01RtuJ8JE>) a video made by the African Bicycle Network on the cycling culture in Burkina Faso.

Effective strategies for sustainable urban transport. Policy options for National and Local Governments

Christian Schlosser, Chief, Urban Transport Section, UN-HABITAT, Kenya

UN-HABITAT's Urban Transport Section focuses among others, on enhancing access to mobility for the urban poor in the context of sustainable urbanisation.

The world currently experiences a variance in urban growth. In the North, almost half of the cities decline in population size. The South, however, faces a situation where almost half of the cities are growing very fast. More precisely, cities in the developing world grow ten times faster than cities in the North. Parallel to this

urbanization process, motorised transport will grow rapidly in the developing countries resulting in a huge demand for oil and fossil energy.

Here, low-income residents are excluded from access to high quality, safe and healthy urban transport options. Traffic congestion in urban areas leads to increased fuel consumption and loss of productive time. The road safety situation in many cities is currently a more serious issue than crime.

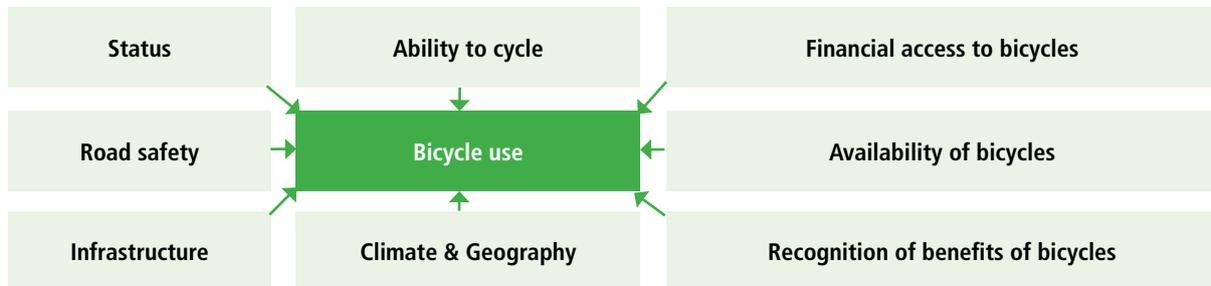
Working towards sustainable urban mobility UN-HABITAT focuses on five key areas of intervention: linking transportation to urban planning to reduce motorized trips, promoting non-motorized transport infrastructure, promoting public transport systems and services, car traffic demand management/parking and vehicle and fuel technologies and efficiency.

In the face of rising motorization, models for sustainable transport in developed and developing countries will only be successful if they surpass the mainstream by providing higher quality of life, energy savings and economic efficiency and opportunities.

Issues of debate

The adherent discussion centred on the key areas of intervention for the promotion of non-motorized transport infrastructure.

Participants pointed out that the promotion of bicycle use consists of a complex set of parameters, including technical know-how of planners, behaviour of road users, infrastructure, etc. Unfortunately, in Africa the issue of the status of bicycle users is an additional component affecting

FIGURE 1: **Aspects effecting bicycle use**

Source: *Cycling out of Poverty*

the use of bicycles. Bicycles are often referred to as the 'poor man's' mode of transport. The graphic above outlines the different parameters affecting bicycle use.

Participants agreed on a need for campaigning for the improvement of (the image of) bicycle use in Africa. Successful campaigning for bicycle use has to include all aspects indicated in Figure 1:

Infrastructure

Well-trained planners in the field of bicycle infrastructure designs are of crucial importance. City planners in Africa have been trained to plan and design cities for cars, hardly taking non-motorized transport into consideration.

Recognition of benefits of bicycles

Detailed information on the benefits of non-motorised transport is limited, making research in this field important.

Furthermore, awareness creation seems crucial to gain recognition of the benefits of cycling. Participants are in the opinion that people tend to stick to car use since they are not aware of alternatives.

The message that needs to be carried on should not be anti-car, but rather pro-cycling and pro other non-motorised transport means.

Manchester can serve as a best practice for a behaviour change, where the attitude of road users and planners shifted from pro-car to pro-non-motorized transport.

Road safety

Capacity building and education of road users in regard to road safety is essential, especially with regards to bicycle use. In Kisumu, Kenya for example, there are about 21.000 boda boda (a two-wheeled bicycle taxi) riders on the road plus an enormous number of matatus, busses and other road users. Due to limited space available on the roads this creates a conflict situation between all road users.

Status

The image of bicycle use in Africa needs to be improved urgently. Cycling should not be looked down upon as an activity only conducted because limited financial resources do not allow the use of public or private transport means.

The situation is similar in China, where the negative image of bicycling (the use of bicycles is associated with poverty) has led to an increase of cars (owning a car means wealth). Bringing the people (especially the wealthier people) back to cycling is very challenging.

Civil society organisations play an important role in transforming the perception of bicycle use in Africa into a more positive picture. These organizations are campaigning for bicycle use and equip governments as well as decision and policy makers with knowledge and experiences on the benefits of bicycle use. Participants pointed out that it is time to join hands to lobby for non-motorised transport and document as well as disseminate experiences and best practices.

Sustainable Transport: A Sourcebook for Policy-makers in Developing Cities

Michael Engelskirchen, Transport Advisor, GIZ

The German International Cooperation has five focus areas of work within the field of transport. These key areas are: sustainable urban transport, transport policy and infrastructure management, poverty and transport, climate and transport as well as energy efficiency in the transport sector.

Transport is unique as the only development sector that worsens as incomes rise. While sanitation, health, education and employment tend to improve through economic development, traffic congestion tends to worsen.

The problems that unplanned traffic causes are manifold. Limited road space blocked by cars and inefficient use of urban road space lead to traffic jams. Polluted air exposes dwellers to emissions and contributes to climate change. Excessive car dependence makes roads unsafe and disadvantages vulnerable road users.

The major causes for the current transport situation in many developing countries are a lack of appropriate tools with decision makers to evaluate transport projects, a lack of appropriate capacity in municipal staff, a lack of access to international/national best practices and improper skills in formulating a coherent urban transport policy.

To improve the situation of urban mobility in developing countries, GIZ is working with a three-legged approach: (1) Implementing projects – facilitating changes, (2) Sharing experiences and best practices – changes in transport policy and (3) Developing and disseminating resources – increase capacity of staff.

One major delay to the improvement of urban transport in the developing world is the lack of dissemination. While there are good practices within a number of local and regional governments, it is often difficult to spread these solutions to other cities and regions. To facilitate the dissemination of knowledge, GIZ launched the Sourcebook for Sustainable Urban Transport Policy. Consisting of more than 27 modules which can be retrieved separately as PDF's at www.sutp.org, it is aimed directly at decision makers. The modules are available in English and a growing number of other languages such as French, Spanish and Chinese. The sourcebook provides a comprehensive insight into sustainable transport ranging from institutional questions and land use planning to transit and NMT options as well as questions of financing and environmental impacts. In order to maximise its impact on decision makers, practical examples of successful projects are given. Furthermore, a non technical language and attractive layout should facilitate the dissemination of knowledge. The different modules of the Sourcebook can also easily be integrated into short term training courses and capacity building.

Issues of debate

Participants suggested that the sourcebook which has been developed for the Asian continent should be modified to suit the African setting. The input from local organisations will be important when implementing this modification. Furthermore, it is essential to strategise the dissemination of the useful inputs provided by the Sourcebook.

Although experiences with the GIZ Sourcebook in Asia provided successful with policy makers; in Africa a revised version may be needed to suit the local setting.

A major contributor to the successful implementation of the sourcebook is training, since capacity building is of crucial importance in the field of policy makers working on urban mobility. Furthermore, the Sourcebook should be made available to universities to integrate the information into the curricula. The Cycling Academic Network (CAN) for instance is supervising PhD students on non-motorised transport curricula and could be encouraged to use the sourcebooks literature.

Non-Motorized Transport. The Ghana Experience in the past, present and future

Magnus Qurshie, Director, Centre for Cycling Expertise (CCE), Ghana

The key message of the third presentation was that the use of bicycles will increase once the appropriate infrastructure is in place. Like most low- and middle income countries of the world, cycling plays an essential role in urban transport in Ghana. In the Northern part of Ghana cycling is the pre-dominant mode of transport. In the recent past, cities and communities grew in Ghana, farmlands were relocated, homes and businesses that could be reached by bike or foot became far apart. Mobility and urban sprawl became an issue. In the wake of Ghana's development road engineering was vehicle-oriented rather than being a people-oriented approach. By then, many road infrastructure designs lacked facilities for NMT.

The Centre for Cycling Expertise, mandated to promote and support non-motorized transport (NMT) has been at the fore front in the fight for NMT facility provision on Ghana's roads.

This "fight" started with informal negotiations with Project Managers and contractors during construction to add cycle lanes and walkways.

A major achievement in Ghana is that NMT has become a part of the policy document "National Transport Policy". Besides constant lobbying with policy makers, trainings for engineers and planners (including students) are conducted to incorporate non-motorised transport into the agenda. Profound statistics and research materials are essential to make a statement when lobbying.

In Ghana most cities do have a transport policy, but they do not have a bicycle master plan. This is perceived as gap and thus CCE is offering cycling inclusive master plans, being a guide to multi annual infrastructure implementation.

Political will and financial constraints are not the only challenges for enhancing non-motorized infrastructure designs, training and sensitization are also essential. Organising bicycle awareness caravans with middle and upper class people will help to raise the awareness for the importance of bicycling.

Issues of debate

An important component for the implementation of non-motorised transport infrastructure is to lobby cities to implement awareness raising activities. This can be done through arguments for non-motorised transport infrastructure backed-up with statistics and research material on the importance and benefits of non-motorised transport. Once the stakeholders responsible for urban transport in a city have been convinced by the importance of NMT infrastructure it becomes essential to provide professional advice. Furthermore, a frequent consultation among the stakeholders should be promoted in order to continuously prepare and plan for infrastructure development.

The Monrovia Transport Authority

Senwan T Wiah, Manrovia Transport Authority, Liberia

The Monrovia Transit Authority (MTA) is a public transit entity, established in 1979 to provide reliable, efficient and safe transportation services. But, as a result of the Liberian civil war, the premises of the MTA were completely vandalized and sat desolate and dormant for over 20 years. However, in the year 2007 a team has been put in place to resuscitate the only transit system in the country, so as to have the MTA resume providing transport services. Most of those who utilize its services are the poorest of the poor.

Technically, the viability of MTA is a crucial issue as the national government strives in its quest to reduce poverty. The team drew up and put into motion a three year plan to put some form of organized but affordable urban transit system into operations. With limited financial empowerment and therefore used buses donated by the Spanish government, the system was able to press some 12 city transit buses into service operations in two months. To date, MTA transports approximately 300,000 persons monthly throughout Monrovia and its suburb.

To achieve this success it was necessary to educate and convince role models to advocate with policymakers and politicians. Talking and illustration proved to be more convincing than reading material. The costs of bus transit system compared to costs of private cars were shown to policymakers for instance.

The Transport Authority recommended the "4E Process" when lobbying for public or non-motorized transport designs:

- Educate Government and Political Leaders
- Educate Policy and Decision Makers
- Educate and train your consumers/population

- Educate stakeholders like businesses people and consultants (foreign and local)
- Currently the agency is working on stabilizing the bus system and increasing the number of buses on the routes.

Issues of debate

The Monrovia Transport Authority has achieved great accomplishments in the past, continuous lobbying and promotion among policy makers are crucial to create a high level of awareness of the project. Dissemination of successful initiatives like the Monrovia Transport Authority activities is important for lobby purposes to further support the implementation of sustainable transport projects with an integrated non-motorised transport setting.

Cooperating with influential people (in the case of Liberia the president) has proved to be very important in order to ensure a successful transformation of the transit system.

The potential of Non-Motorized Transport in Bus Rapid Transit

Patrick Kayemba, Director, First African Bicycle Information Organization (FABIO)

FABIO's mission is to promote active transport for improved quality of life through networking, advocacy, bicycle accessibility, capacity building and awareness creation.

The organization believes that non-motorized transport is an essential component when planning for Bus Rapid Transit Systems. BRT systems alone will not solve congestion problems; the design needs to incorporate non-motorized transport.

The current transport situation in Kampala, the capital city of Uganda, shows a melting pot of road users. Motorized and non-motorized modes of transport share the same road without them

being designed for a mixed use. Integrating infrastructure for non-motorized transport is important in order to protect vulnerable groups. Achieving a planning environment that caters for the needs of non-motorized transport participants requires advocacy and lobby work.

In Uganda, the country where the First African Bicycle Information Organization is based, the lobby and advocacy activities are undertaken using a dual approach: bottom up and top down. The bottom up approach implements working with the communities to provide access to income generating activities, education and health care through bicycle interventions and dissemination and showcasing at governmental (politicians) level. With support from GIZ, ITDP, I-CE, UN-HABITAT, Cycling out of Poverty etc., pilot and demonstration projects are created, which benefit the targeted communities. However, the top down approach is equally important and implemented by engaging policy makers in cycling promotion and by organizing the first African PABIN network as well as exposure visits.

FABIO is continually influencing the BRT process planned for the city of Kampala as a member of the national BRT technical committee to integrate non-motorized transport into the planning process. The continued transfer of expertise and knowledge through North-South (I-CE, ITDP, etc.) and South-South (ABN, exchange visit with Peñalosa, etc.) cooperation is a key tool to keep on and improving lobbying for non-motorized transport solutions.

Issues of debate

A major challenge that was encountered in the preparation for a BRT system in Kampala was how to cope with job losses of current transport providers. In the case of Monrovia this challenge was addressed by utilising an open market approach. This resulted in a healthy competition which eventually increased the quality of transport.

In Kampala the challenge will be addressed by integrating the transport operators in the development of the plans. And at the same time, business case studies are conducted and shared with the operators to inform about the business opportunities that will be created through the implementation of a Bus Rapid Transit System.

Seville – The transformation into a Cycling City and the Velo-City Congress 2011

Matthias Nuessgen, Velo-City Seville 2011, Spain

The upcoming Velo-City Conference 2011, the world's largest cycle planning conference will be held in Seville, Spain. Seville has been undergoing a make over in the last few years and transformed into a Cycling City. The planning principals when transforming Seville into a cycle city were connectivity, continuity, no steps and bidirectional. Connectivity implies the capacity of the network to connect multiple destinations whereas continuity stands for the fact that the

FIGURE 2: Development of bicycle infrastructure in Seville

	2007	2010
Km of Bike Lanes	12	120
Daily trips	6.000	60.000
Total Modal Split	1%	5.5%
Modal Split of mechanized trips	1%	6.6%
Bicycle Parking	0	5728

Source: *Velo-City 2011*

network is never interrupted, especially not in intersections. The bike lanes should not have steps in their transitions from the walkway to the pavement. Having a bidirectional system generates a sense of company to the users and the impression of a bigger number of cyclists to others. Figure 2 shows the shift towards a bicycle friendly Seville in numbers.

Seville is proud to host the next Velo-City which will take its historical relation to focus on South and North America and its geographic location to focus on Africa and the Mediterranean.

The main thematic focus areas are: health (the bicycle as a healthy mode of transport), education (towards the change of mobility habits), efficiency of public investments (regarding sustainable

transport) and economic impact and employment creation (the social component of the cycling industry). All topics listed will be examined from a social and technical point of view.

Issues of debate

Recommendation from the participants to the organising committee of Velo-City 2011 was to have a diverse mix of participants at Velo-City 2011, avoiding having a similar audience over again. Suggestions were made to invite three key groups to Velo-City: (1) Civil Society Organisations, (2) policy/decision makers and (3) engineers. This could facilitate the dissemination of best practices across the whole spectrum of non-motorised transport.



Bicycle infrastructure in Seville, Spain. **Photo © J. Jensen/ UN-HABITAT.**



Public bike sharing system in Seville, Spain. **Photo © J. Jensen/ UN-HABITAT.**

General notes and closing remarks



Non-motorized transport and compact cities complementing public transport systems are essential components when planning for sustainable transport solutions. Most trips in African cities are still undertaken by non-motorized transport. Consequently, interventions in the transport sector should seek to maintain the modal share of non-motorized transport while improving quality and safety for pedestrians and cyclists.

Successful initiatives improving the quality of non-motorized transport infrastructure are on the rise and case studies presented during this one day event provide insights in achievements accomplished so far. Nevertheless, awareness raising and lobbying for the benefits of implementing non-motorized transport design needs to continue, as repeatedly outlined during the meeting

The meeting was perceived as a fruitful event with diverse input of presentations, discussions and corridor chats. Because of the ambitious program and the extensive discussions, two presentations (from I-CE and BEN South Africa) had to be cancelled.

The meeting location was intended to draw people from the UATP Congress of African Public Transport that was going on simultaneously. Yet, most of the participants of the Expert Group

Meeting were from the non-motorised transport lobby and advocacy groups. This shows the need to identify a strategy to motivate public transport stakeholders to attend to non-motorised transport interests and recognise the added value of combining the two. Keeping these experiences in mind for upcoming events like Velo-City 2011, it shows that an interesting programme is not sufficient to draw attention beyond non-motorised transport lobby and advocacy groups. More effort is necessary to create a bigger interest among policy makers and public transport officials.

It is time to “join hands” to lobby for non-motorised transport to create a more sustainable mobility path. The documentation and dissemination of best practices at conferences like Velo-City are essential. Lobbying with policy makers needs to continue while statements placed on NMT benefits need to be enforced by accurate research material and statistics. Furthermore, the involvement of civil society organisations in campaigning for an increased use of bicycles needs to continue and increase. These organizations should forward their knowledge and experiences regarding non-motorized transport.

The participants appreciated the positive atmosphere of the event and acknowledged the interesting inputs that were given by the contributors. The participants from ABN also expressed their thanks to UN-HABITAT for providing an international stage for their cause.



Appendices

Appendix 1: Participants

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Appendix 2: Programme

“Sustainable Mobility for African Cities – Promoting non-motorized transport options and compact cities as complements to public transport”

Expert Group Meeting with a Focus on West African Countries,
following the 1st UATP Congress of African Public Transport,
7th October 2010, Dakar, Senegal

Opening Session	
9.15-10.00	Curtain Raiser: Cycling with honruble people – The cycling culture in Burkina Faso - Video by the African Bicycle Network
	Welcome and Overview on UN-Habitat’s Priorities and Activities in Promoting Sustainable Urban Transport - Christian Schlosser, Chief, Urban Transport Section, UN-HABITAT
	Overview on workshop objectives and expected outputs – Facilitator
Session 1: Opportunities for promoting sustainable mobility in African cities	
10.00-10.40	The GIZ Sustainable Urban Transport Sourcebook as a framework for developing cities - Michael Engelskirchen, Transport Advisor, GIZ
10.40-11.00	Questions
11.00-11.15	Teac Break
Session 2: Country initiatives and experiences on working towards sustainable mobility (in Africa cities)	
11.15-11.45	Non Motorized Transport: The Ghana experience (Past, Present and Future) - Magnus Quarshie, Executive Director, Centre for Cycling Expertise (CCE)
11.45-12.15	Key policy pillars for sustainable urban transport in Liberia - Senwan T. Wiah, CCTM, Monrovia Transit Authority Liberia
12.15-12.45	Questions
12.45-13.45	Lunch
13.45-14.15	Moving slowly but reaching far: promoting non-motorized transport in Kampala, Uganda. - Patrick Kayemba, Executive Director, First African Bicycle Information Organization (FABIO)
14.15-14.45	Seville – The transformation into a Cycling City and the Velo-City Congress 2011 - Matthias Nuessgen, Programme and Content, Velo-City 2011
14.45-15.15	Questions
15.15-15.30	Tea Break
Closing Session: The way forward on the promotion of sustainable transport in African cities	
15.30-16.30	Panel Discussion: Promoting sustainable urban mobility in West Africa and beyond
16.30-17.30	Mapping the Way Forward – Interactive Discussion
17.30-17.45	Resume and closure of the day – Facilitator



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