SSATP Africa Transport Policy Program

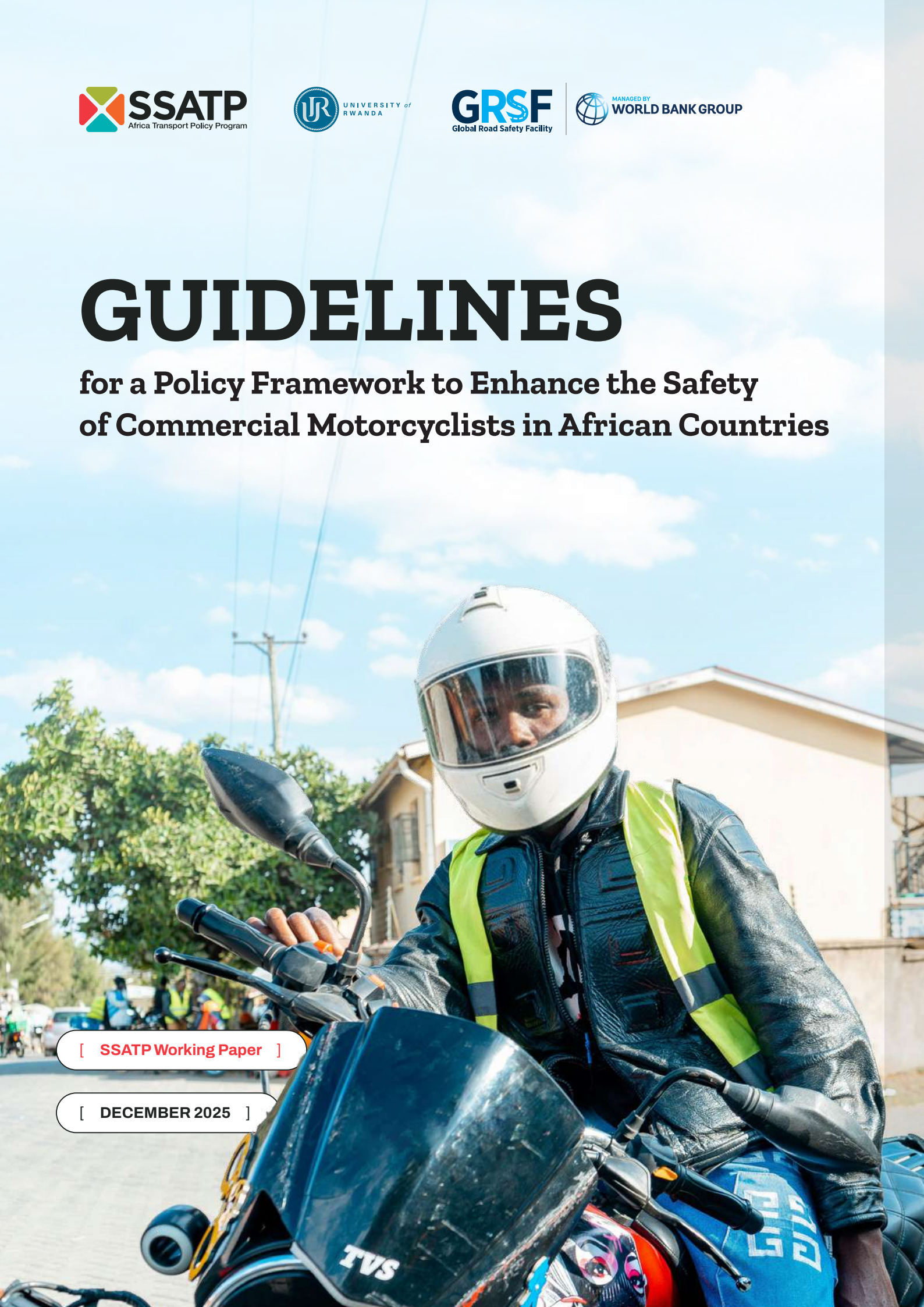
University of Rwanda

GRSF Global Road Safety Facility

Managed by World Bank Group

GUIDELINES

for a Policy Framework to Enhance the Safety of Commercial Motorcyclists in African Countries



[SSATP Working Paper]

[DECEMBER 2025]

The SSATP is an international partnership to facilitate policy development and related capacity building in the transport sector in Africa. Sound policies lead to safe, reliable, and cost-effective transport, freeing people to lift themselves out of poverty and helping countries to compete internationally.

SSATP is a partnership of 44 African countries; Regional Economic Communities (RECs); African institutions; financing partners; and many public and private national and regional organizations.

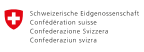
SSATP gratefully acknowledges the contributions and support of member countries and its partners.

****

Attribution—Please cite the work as follows: Africa Transport Policy Program (SSATP). 2025. *Guidelines for a Policy Framework to Enhance the Safety of Commercial Motorcyclists in African Countries*. SSATP Working Paper. Washington, DC: SSATP.

More publications on the SSATP website: *www.ssatp.org*

SSATP is an international partnership supported by:


GUIDELINES

for a Policy Framework to Enhance the Safety of Commercial Motorcyclists in African Countries

[SSATP Working Paper]

[DECEMBER 2025]

Table of CONTENTS

A.

Acknowledgments

The preparation of these guidelines has been a collaborative effort made possible through the engagement, expertise, and support of a wide range of stakeholders. The project team wishes to express its profound gratitude to all the authorities, experts, institutions, and entities who generously contributed their time and knowledge during interviews, consultations, and field visits. Their valuable insights and perspectives—gathered from government agencies, city authorities, regulatory bodies, police services, nongovernmental organizations, private operators, and riders' associations—have significantly shaped the analysis and informed the policy recommendations presented herein.

Special appreciation is extended to the national and local institutions that participated in the consultation process, including the Ministry of Transport and Logistics of Ethiopia, represented by Mr. Eyuel Bogale (Assistant Project Coordinator); the Rwanda Transport Development Agency (RTDA), represented by: Mwiseneza Maxime Marius (Acting Deputy Director General), Mr. Hadelin Verjus (Road Development Safety Specialist) and Mr. Vedaste Mazimpaka (Urban Transport Planning Analyst, City of Kigali); Health People Rwanda (HPR), represented by Mr. Pacifique Muyumba (Road Safety Project Coordinator); and the Motorcycle Cooperative in Rwanda, represented by Aloys Habiryayo; the Ministry of Transport in Cameroon, represented by Dr. Mbamome Nkendong Divine (Director of Road Transport); as well as the National Land Transport Agency of Angola, represented by Edilson Moreira.

The team also extends its gratitude to Benin's Centre National de Sécurité Routière (CNSR, Benin National Road Safety Center), represented by Mr. Koovy Yete; Mozambique's National Institute of Road Transport (INATRO), represented by Dr. Agostino Amore and Ms. Belzenia Matsimbe; and the Uganda Police Traffic Department, represented by SSP Betina Nalugo. We also acknowledge the valuable perspectives of Mr. Katunguka James (Senior Road Safety Officer, Uganda) and leadership from the Kampala Boda Boda Association, including Mr. Maweije Frank (Chairman) and Mr. Mutyaba Siraje (Vice Chairman), whose contributions provided a deeper understanding of operational realities and policy needs in the sector.

Private sector insights were instrumental to this work. The team expresses appreciation to Juan Jose Bernat (CEO at NZI), Ms. Johanna Hegenbart (Sustainability Lead, ROAM Kenya), and Mr. Sergio Tati (Co-founder and CEO at Anda Angola), whose expertise in helmet standards, and experiences in structuring formal motorcycle operations, rider training, insurance solutions, and fleet management technologies, informed key recommendations.

We also recognize the contributions of civil society organizations such as Health People Rwanda, whose interventions in helmet certification and rider training offered practical lessons for improving road safety outcomes. The shared experiences of cooperative leaders, city planners, enforcement officers, and rider representatives across Angola, Benin, Cameroon, Ethiopia, Kenya, Mozambique, Rwanda, and Uganda ensured that the findings of this study reflect on-the-ground realities and actionable recommendations. The team also expresses its gratitude for the valuable inputs provided by Binta Sako of the World Health Organization (WHO).

The guidelines were developed under the overall guidance of Mustapha Benmaamar (SSATP Program Manager) and Jean-Francois Marteau (Transport Practice Manager, World Bank). This initiative was undertaken with the strategic guidance and leadership of Marisela Ponce De Leon Valdes, SSATP Road Safety Pillar Lead. Her vision and technical direction, provided the foundation upon which these guidelines were conceived and developed. The guidelines were prepared by a team from the University of Rwanda, led by Dr. Japheths Ogendi and including François Zirikana, Janvier Twagirimana, and Kellen Kyomugisha. Their combined expertise, analytical rigor, and commitment were crucial to the successful completion of this work.

The project team gratefully acknowledges the guidance and constructive feedback provided by peer reviewers, namely Fangfang Luo, Technical Officer (Legal Affairs), Safety and Mobility Department of the Social Determinants of Health, WHO; Simon Saddier, Senior Urban Transport Specialist (World Bank); Arif Uddin, Transport Specialist (World Bank); Veronica Ines Raffo, Senior Infrastructure Specialist (World Bank); and Juan Miguel Velasquez, Senior Transport Specialist (World Bank).

This guide was produced by the Africa Transport Policy Program (SSATP) with financial support from the Global Road Safety Facility (GRSF).

We extend our appreciation to Kaori Niina (Senior Partnership Specialist, SSATP) for overseeing the publication process, with editorial support from Jane Sunderland and design by Anatol Ursu.

GRSF
Global Road Safety Facility

SSATP
Africa Transport Policy Program

About GRSF

Global Road Safety Facility (GRSF) is a multi-donor trust fund managed by the World Bank that supports efforts in low and middle-income countries to halve their road traffic fatalities and serious injuries. GRSF is supported by Bloomberg Philanthropies Initiative for Global Road Safety, TotalEnergies Foundation, and the Government of the United Kingdom of Great Britain and Northern Ireland acting through the Department of Health and Social Care.

About SSATP

The Africa Transport Policy Program (SSATP) is an international partnership that supports policy development and related capacity building in the transport sector in Africa. Sound policies lead to safe, reliable, and cost-effective transport, freeing people to lift themselves out of poverty and helping countries to compete internationally.

Acronyms

AARSLA	African Association of Road Safety Lead Agencies
AfRSO	African Road Safety Observatory
ARSO	African Organisation for Standardisation
ANTT	Agência Nacional de Transporte Terrestre *(Angola National Land Transport Agency)*
CNSR	Centre National de Sécurité Routière *(Benin National Road Safety Center)*
GRSF	Global Road Safety Facility
HMI	Helmet Manufacturing Industry
INATRO	Instituto Nacional de Transportes Rodoviários *(Mozambique National Road Transport Institute)*
KCCA	Kampala Capital City Authority
LMICs	Low- and Middle-Income Countries
M&E	Monitoring and Evaluation
MININFRA	Ministry of Infrastructure (Rwanda)
MoWT	Ministry of Works and Transport (Uganda)
MoTL	Ministry of Transport and Logistics (Ethiopia)
MEL	Monitoring, Evaluation, and Learning
MSPR	Motorcycle Safety Performance Report
NMSCC	National Motorcycle Safety Coordination Committee
NRSC	National Road Safety Council
NTSA	National Transport and Safety Authority (Kenya)
RECs	Regional Economic Communities
RNP	Rwanda National Police
RURA	Rwanda Utilities Regulatory Authority
SACCO	Savings and Credit Cooperatives
SDGs	Sustainable Development Goals
SSATP	Africa Transport Policy Program
UNECE	United Nations Economic Commission for Europe
WHO	World Health Organization

Executive Summary

Commercial motorcycling has become a vital part of Africa's transportation network. It provides fast, flexible, and inexpensive options for millions of people. It also creates jobs and supports local economies. However, it remains one of the riskiest forms of travel on the continent. In many African countries, motorcyclists and their passengers account for 30–60 percent of all road traffic fatalities. This underscores serious safety, regulatory, and governance challenges (WHO 2023; SSATP 2025). The "Guidelines for a Policy Framework to Improve the Safety of Commercial Motorcyclists in African Countries" provides a research-based plan to transform this informal, high-risk industry into a safe and professional component of national transportation systems. The study is based on regulatory reviews and discussions with stakeholders from eight countries: Angola, Benin, Cameroon, Ethiopia, Kenya, Mozambique, Rwanda, and Uganda. In these countries, commercial motorcycling has become a vital source of mobility and employment—nevertheless, it accounts for a significant share of road traffic fatalities. While most countries have basic laws on helmets, licensing, and insurance, enforcement is weak. Fewer than one-third of riders follow these regulations, and up to 80 percent operate without formal registration. Crash data are often incomplete and reported inconsistently between police and health systems, which hampers evidence-based policy making. Helmet use is low, and the quality of equipment is usually poor. Insurance coverage and uptake is low. Efforts have been made to improve post-crash care in many countries; however, some areas still require attention and collaboration with the global community to be further enhanced. Despite these issues, innovative solutions—such as digital regulation platforms, micro-insurance plans, rider cooperatives, telematics monitoring, and e-mobility trials—demonstrate that coordinated efforts by institutions, private sector involvement, and regional cooperation can quickly improve safety and professionalism in Africa's commercial motorcycling industry.

1.

Introduction

The fatality rate for road traffic crashes remains high in Africa, with the highest rate in the world at 19.6 deaths per 100,000 people (SSATP 2025). More than one-third of all fatalities are motorcycle related, reflecting the rapid and unregulated growth of the sector. Commercial motorcycles, known locally by their popular names—*boda boda*, *zemidjan*, or *moto-taxi*—have become essential for moving passengers and goods across cities and rural areas because of urbanization, a lack of public transportation, and youth unemployment.

While the sector has improved access and livelihoods, it has also raised safety and governance concerns. Weak enforcement, poor infrastructure, lack of personal protective equipment, and the dominance of informal operations lead to a higher rate of severe injuries and fatalities. These have a significant economic and social impact on families and health care systems and threaten progress on the Sustainable Development Goals (SDGs) related to road safety and sustainable mobility, SDGs 3.6 and 11.2.

The Africa Transport Policy Program (SSATP) recognized these trends and, together with regional and national partners, initiated this study to develop a policy framework that can effectively help African governments improve safety, professionalism, and sustainability in the commercial motorcycling sector.

1.1. Objectives of the Guidelines

The main objective of these guidelines is to provide a practical, evidence-based policy framework for enhancing the safety of commercial motorcyclists across Africa. Specifically, the study aims to do the following:

a) Review and harmonize national and regional regulatory frameworks and standards relevant to commercial motorcycling safety.
b) Synthesize stakeholder insights from eight diverse African contexts to capture on-the-ground realities and lessons.
c) Formulate actionable, continentally adaptable policy recommendations aligned with international best practices, regional commitments, and ongoing transport reforms.

The guidelines aim to enhance collaboration among policy makers, private operators, and development partners by establishing a shared set of principles, institutional frameworks, and performance metrics for implementation.

Map 1. Participating Countries

IBRD 49217 | October 2025

1.2. Scope and Methodology

1.2.1. Scope

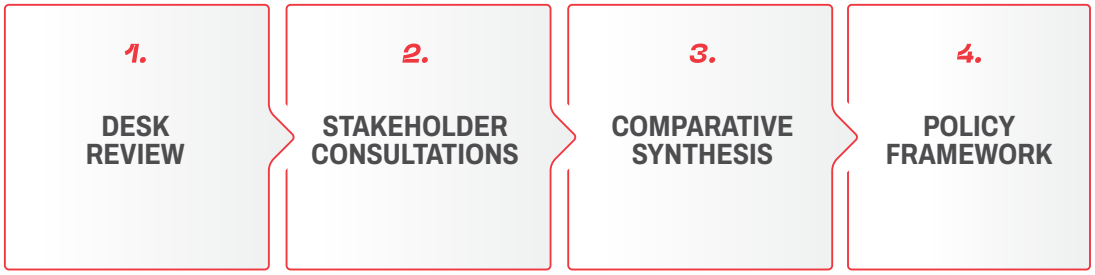
The study covers eight representative countries—Angola, Benin, Cameroon, Ethiopia, Kenya, Mozambique, Rwanda, and Uganda—selected to reflect the geographic, institutional, and regulatory diversity of commercial motorcycle operations in Sub-Saharan Africa. These countries collectively illustrate a continuum of regulatory maturity, enforcement capability, and innovative practices that inform regional and continental policy design.

1.2.2. Methodology

The analytical approach combined two complementary methods:

a) **Desk Review of Standards and Regulations:**
A systematic assessment of existing legislation, institutional frameworks, and policy instruments related to motorcycle safety. The review identified regulatory gaps, enforcement levels, and emerging good practices consistent with the World Health Organization (WHO) Safe System approach, the United Nations Economic Commission for Europe (UNECE) helmet standards (22.05 and 22.06), and continental initiatives under the African Road Safety Observatory (AfRSO) and African Organisation for Standardisation (ARSO).

b) **Stakeholder Consultations:**
Structured interviews and focus group discussions were conducted with government agencies, police units, health institutions, transport cooperatives, civil society organizations, and private sector actors. In-person engagements took place in Benin, Kenya, Rwanda, and Uganda, with virtual consultations held for the remaining countries. Topics included helmet use, licensing, insurance, data management, and post-crash response.



Quantitative data were complemented by qualitative insights to capture behavioral, economic, and institutional dimensions. Limitations include incomplete crash data, inconsistent reporting systems, and the absence of longitudinal evaluation in most countries. These caveats underscore the importance of improving data governance for future evidence-based policy.

1.3. Structure of the Paper

This SSATP working paper is structured into six chapters: Chapter 1 introduces the overall context, objectives, scope, and methodology of the study; chapter 2 presents the global and regional overview of motorcycle safety and draws lessons from other regions; chapter 3 consolidates the review of national frameworks and stakeholder insights across the eight focus countries; chapter 4 outlines the proposed policy framework and corresponding strategic recommendations; chapter 5 elaborates on monitoring, evaluation, and learning mechanisms; and chapter 6 concludes with key messages and priorities for implementation. The paper balances analytical synthesis (narrative) with visual presentation (figures, infographics, and tables) to enhance accessibility for both technical experts and policy makers.

2.

Global and Regional Overview

2.1. Road Safety in Low- and Middle-Income Countries

Low- and middle-income countries account for over 90 percent of global road traffic deaths despite owning just over half of the world's vehicles. Motorcyclists are disproportionately affected, representing about 28 percent of all fatalities worldwide. In Sub-Saharan Africa, their share is even higher, particularly in urban systems dominated by motorcycle taxis (WHO 2023). Contributing factors include weak traffic law enforcement, poor road infrastructure, limited vehicle and equipment safety standards, and inadequate post-crash care. Commercial motorcyclists face additional risks stemming from informality, insufficient training, low insurance coverage, and long working hours that increase exposure to crash risks.

2.2. Role of Commercial Motorcyclists in Africa

Commercial motorcycles play a vital role in Africa's mobility ecosystem, offering flexible and affordable transport in both urban and rural areas. In cities such as Kampala, Kigali, Cotonou, and Nairobi, they carry a large share of daily passenger trips and ensure access to schools, markets, and health facilities (SSATP 2025). The sector sustains millions of livelihoods for young and low-income workers.

Yet the safety burden is severe. Across the continent, two- and three-wheeler users account for about 32 percent of all traffic fatalities, and in some countries this number reaches 72 percent (AfDB and GRSF 2022). Riders and passengers remain vulnerable because of widespread informality, weak enforcement, and poor helmet use.

Country-specific data highlight the challenge: Motorcyclists represented 32 percent of road crash victims in Uganda (UBOS 2023) and 53 percent of all crashes in Rwanda (RNP 2023a).

Effective responses identified in this paper include mandatory training, testing and licensing, universal helmet laws anchored on quality standards, registration and accreditation of operators, investment in safer road design, and stronger data systems for targeted enforcement.

2.3. International Standards and Frameworks

Several global and regional frameworks shape motorcycle-safety policy in Africa:

- UNECE helmet regulations (UNECE 22.05/22.06) define international testing and certification standards.
- WHO's Safe System approach promotes shared responsibility across users, vehicles, and infrastructure.
- World Bank and Global Road Safety Facility (GRSF) initiatives support integrated engineering, enforcement, and data programs.
- At the continental level, AfRSO and SSATP strengthen data systems and harmonize regulations.

Implementation remains uneven. Most African countries have helmet, licensing, and insurance laws, but compliance is low and data fragmentation persists. Informality and resource constraints limit effective enforcement (AfRSO 2023; SSATP 2025).

2.4 Lessons from Asia and Latin America

The desk review found evidence from Asia and Latin America that shows that integrated policies can yield large safety gains for motorcyclists (table 1).

In Viet Nam, a mandatory helmet law (2007) reduced head injuries by 36 percent and saved over 2,200 lives in the first year (Passmore, J et al,. 2010). In Thailand, tight enforcement of helmet legislation raised helmet use from 14 to 90 percent and cut motorcycle fatalities by 24 percent within three years. (Ichikawa, M. et al. 2003).

In Brazil, formal integration of motorcycle taxis into public transport plans and insurance schemes reduced overall traffic deaths by 12 percent between 2010 and 2015.

These examples confirm that legislation, enforcement, training, insurance, and communication — implemented together — produce sustainable reductions in fatalities.

Table 1.
Selected Global Good Practices and Measured Safety Impacts

Country / Region	Key policy intervention	Measured outcome / Impact	Core lessons for Africa
Viet Nam	Introduction of a *national mandatory helmet law* in 2007, covering both riders and passengers; nationwide enforcement and low-cost certified helmets distributed	Helmet use increased from ~30% to > 90% within 12 months; head injuries fell by 36%; ~2,200 lives saved in the first year	Universal helmet laws combined with affordability campaigns and local manufacturing ensure rapid, sustainable compliance
Thailand	Comprehensive enforcement campaign integrating *helmet legislation*, *rider training*, and *mass communication*; police incentives for consistent roadside checks	Helmet use rose from 14% to 90% in 3 years; motorcycle fatalities dropped by 24%	Multi-agency enforcement and visible public awareness are essential for behavior change
Brazil	Integration of *motorcycle taxi services* into formal public transport and insurance frameworks; inclusion in social security benefits and data systems	Motorcycle fatalities declined by ~12% between 2010 and 2015; increased insurance coverage and rider professionalization	Linking safety, insurance, and licensing reforms creates incentives for compliance and long-term sector formalization


CỬA HÀNG
BÁNH TIÊU

3.

Review of National Frameworks and Stakeholder Consultation Findings

The review of standards and regulatory frameworks for commercial motorcycle safety was carried out through a combination of desk research and multi-country stakeholder consultations.

The desk review assessed the existence and scope of national laws and institutional arrangements governing motorcycle use, including helmet and insurance legislation, licensing, enforcement mechanisms, and coordination structures.

The consultations involved representatives from government agencies, local authorities, police units, transport cooperatives, development partners, and civil society organizations in the eight focus countries: Angola, Benin, Cameroon, Ethiopia, Kenya, Mozambique, Rwanda, and Uganda. The objective was to assess implementation realities and identify systemic gaps between the written legal frameworks and the actual practices observed in the field. The discussions revealed that, although legal instruments exist in nearly all the countries, compliance, coordination, and data quality remain major challenges.

3.1. Legislative and Institutional Frameworks

3.1.1. General Trends

All eight countries have established some form of helmet law, most of which apply to both riders and passengers and to all road types. However, enforcement levels vary significantly, and specific helmet standards are only mentioned in a few jurisdictions, such as Benin and Kenya (table 2).

Most countries also mandate third-party insurance for commercial motorcycles, but coverage rates remain low. Institutional fragmentation—where police, ministries, and local governments share overlapping responsibilities—hampers consistent application of safety policies.

Table 2.
Summary of Helmet Legislation and Enforcement

Country	Helmet law applies to riders & passengers	Helmet standard specified	Helmet wearing rate (riders / passengers)
Angola	✓	✓	No official data
Benin	✓	✓	65% / 2%
Cameroon	✓	✗	No official data
Ethiopia	✓	✓	No official data
Kenya	✓	✓	30% / 10%
Mozambique	✓	✗	35% / 10%
Rwanda	✓	✓	85% / 70%
Uganda	✓	✗	30% / 10%

3.1.2. Insurance, Licensing, and Institutional Coordination

Across all focus countries, third-party insurance for motorcycles is legally required, but compliance remains below 30 percent in most jurisdictions. In Kenya, Rwanda, and Uganda, authorities are developing digital registration systems that integrate insurance verification with licensing databases.

Rwanda, Kenya and Uganda have made significant progress in formalizing motorcycle cooperatives, which now play a key role in enforcing compliance and training riders. In contrast, Benin and Cameroon face persistent difficulties in monitoring informal riders, who often avoid registration to reduce costs.

Institutional frameworks remain fragmented. In most countries, national transport authorities are responsible for policy design, while traffic police enforce compliance. Local governments, meanwhile, handle rider registration and route allocation. The absence of a single coordinating body or a national motorcycle safety committee leads to weak communication, duplication of mandates, and inconsistent enforcement.

3.2. Stakeholder Consultations and Findings

3.2.1. Overview and Methodology

Stakeholder consultations were carried out in the eight focus countries through a combination of in-person engagements (Benin, Kenya, Rwanda, Uganda) and virtual sessions (Angola, Cameroon, Ethiopia, Mozambique). Participants included representatives of ministries of transport, national road safety authorities, police departments, health institutions, motorcycle associations, private sector operators, insurers, and nongovernmental organizations.

The consultations sought to validate the desk review findings, capture country-specific realities, and identify opportunities for regional alignment.

3.2.2. Key Themes Emerging from Consultations

A. Legal and Institutional Gaps

All consulted countries confirmed that legislation on helmet use, licensing, and insurance exists, but enforcement remains weak because of overlapping mandates and limited funding. Stakeholders noted the absence of dedicated national motorcycle safety committees and weak coordination between transport and police agencies.

B. Informality and Limited Training

In most countries, more than 70 percent of commercial riders operate informally, outside licensing or insurance systems. Stakeholders emphasized that untrained riders, coupled with the proliferation of secondhand or unroadworthy motorcycles, heighten crash risks. Standardized training and formal training centers are scarce or poorly regulated, especially outside capital cities.

C. Low Helmet Compliance

Although national helmet laws are present, compliance is uneven. Stakeholders from Benin, Kenya, Mozambique, Rwanda, and Uganda reported that counterfeit or substandard helmets flood the market and that public awareness remains low. Police representatives highlighted insufficient logistics for roadside checks and the need for mass education campaigns.

D. Insurance and Financial Vulnerability

Insurance coverage for riders and passengers is limited (generally below 15 percent of operators). Stakeholders linked this to affordability barriers and lack of tailored micro-insurance products. In Rwanda and Uganda, cooperatives and digital registration systems are beginning to improve coverage, whereas other countries still rely on manual, fragmented systems.

E. Data and Enforcement Challenges

Participants consistently cited fragmented data systems: Police, hospitals, and insurers operate separate databases with little integration. The absence of standardized crash-reporting formats restricts evidence-based policy making. Enforcement agencies reported limited resources, low morale, and sporadic crackdowns rather than sustained programs.

F. Post-crash Response

Health and emergency service stakeholders emphasized that post-crash care remains underdeveloped. Except for Rwanda and Benin, most countries lack trauma registries, Good Samaritan laws, or national protocols guaranteeing free rehabilitative and psychological services for crash victims.

G. Social and Economic Dimensions

Consultations highlighted that commercial motorcycling is both a livelihood and a social-mobility path for unemployed youth, yet riders face stigmatization and minimal access to finance. Female participation is limited because of cultural norms and safety concerns. Stakeholders urged that future interventions integrate gender and inclusion aspects.

3.2.3. Emerging Good Practices and Innovations

Several examples demonstrate that combining formal regulation, private sector innovation, and community engagement produces tangible improvements in rider compliance and safety culture:

Rwanda	Cooperative model that registers and regulates riders, links them to insurance, and enforces compliance through peer monitoring
Kenya	Digital licensing and data systems managed by the National Transport and Safety Authority (NTSA), integration of insurance verification with enforcement
Benin	Community-driven helmet campaign combining police checks and local education programs
Mozambique	National Institute of Road Transport (INATRO) pilot insurance packages and partnerships with private insurers
Angola	Private telematics and training academy (ANDA) promoting safety and professionalization

3.2.4. Summary of Cross-Country Findings

The cross-country findings reveal both progress and limitations (table 3):

- Legislation exists, but enforcement capacity is weak.
- Data collection and coordination across institutions are fragmented.
- Informality dominates the sector, undermining compliance.
- Post-crash systems are inadequate outside major cities.
- Helmet use remains critically low, especially among passengers.
- Promising innovations (cooperatives, e-mobility, digital licensing) show pathways for reform.
- Insurance penetration is minimal, leaving riders financially exposed.

Table 3.
Cross-Country Overview of Legal, Institutional, and Implementation Status

Country	Helmet legislation coverage	Insurance requirement / compliance	Institutional coordination and lead agency	Implementation status / observations from consultations
Angola	Law applies to riders and passengers; fastening required; standard specified	Compulsory third-party insurance; low compliance	National Land Transport Agency (ANTT) under Ministry of Transport	Private training and telematics initiatives (ANDA); limited coordination with police and municipal authorities
Benin	National helmet law; targets for 2030; standard specified	Mandatory insurance, but enforcement weak	Centre National de Sécurité Routière (CNSR)	Active community helmet campaigns; persistent informality and poor data integration
Cameroon	Law covers riders and passengers; no helmet standard specified	Legal requirement; implementation weak	Ministry of Transport / National Road Safety Council	High informality; low training coverage; weak police capacity and fragmented data systems
Ethiopia	Helmet law exists for all road users; no standard reference	Compulsory insurance in law, but limited coverage	Ministry of Transport and Logistics (MoTL).	Low helmet use and minimal rider training; coordination with regional governments weak
Kenya	Comprehensive helmet law (22.06 standard referenced); fastening required	Compulsory insurance; partial digital integration with licensing (NTSA)	National Transport and Safety Authority (NTSA)	Progress on digital registration and enforcement; informal riders remain outside coverage
Mozambique	Helmet law covers riders and passengers; no standard specified	Insurance required by law; pilot schemes under INATRO	Instituto Nacional de Transportes Rodoviários (INATRO)	Partnership with private insurers to pilot rider packages; limited training facilities
Rwanda	Comprehensive helmet law applies to all; enforcement very strong	Mandatory insurance with high compliance through cooperatives	Rwanda Transport Development Agency (RTDA) / Rwanda National Police (RNP)	Model cooperative system for rider management and insurance linkage; integrated data systems
Uganda	Helmet law for riders and passengers; no standard specified	Insurance required, but coverage low (< 20%)	Ministry of Works and Transport / Traffic Police Department	Growing cooperative movement improving self-regulation; training gaps and weak enforcement in rural areas

Stakeholder-identified challenges and emerging good practices across eight countries

Challenges

- Weak enforcement capacity
- Limited insurance coverage
- High informality and untrained riders
- Fragmented data systems
- Low helmet compliance
- Inadequate post-crash response

Good Practices

ANGOLA
Private telematics and training

BENIN
Community-driven helmet campaign

KENYA
Digital licensing and data systems

MOZAMBIQUE
Pilot insurance initiatives

RWANDA
Cooperative model

4.

Policy Framework and Recommendations

The development of a coherent policy framework for commercial motorcycle safety in Africa responds to an urgent need to reduce the high burden of road traffic deaths and injuries involving motorcyclists. As shown in previous chapters, motorcycles account for a substantial share of fatalities in many African countries—often between 30 and 60 percent of total road deaths. These outcomes are linked to weak enforcement, limited training, poor helmet use, absence of insurance coverage, and the widespread informality of the sector.

At the same time, the sector plays a vital socioeconomic role: It provides employment to millions of youth and supports connectivity where formal public transport remains inadequate. The challenge, therefore, may be not to eliminate commercial motorcycles but to transform the industry into a safe, professional, and regulated system that contributes to sustainable mobility and inclusive growth.

The proposed framework is designed to align with the Decade of Action for Road Safety (2021–2030), the WHO Safe System approach, the GRSF Guidelines, and regional instruments such as AfRSO, the African Association of Road Safety Lead Agencies (AARSLA), and the African Union Plan of Action for Road Safety. It also draws on the lessons from eight focus countries—Angola, Benin, Cameroon, Ethiopia, Kenya, Mozambique, Rwanda, and Uganda—and incorporates stakeholder feedback gathered through consultations led by the University of Rwanda team and SSATP.

The overarching goal is to reduce motorcycle-related fatalities and injuries through coordinated action in legislation, enforcement, training, data systems, and social protection.

4.1. Strategic Policy Objectives

The paper identified five interrelated strategic objectives designed to address systemic weaknesses in the safety and governance of commercial motorcycling:

1. Enhanced helmet use and enforcement of safety equipment standards – Ensuring that all helmets and protective gear meet national and international certification criteria (UNECE 22.06; WHO standards)
2. Formalization and regulation of the commercial motorcycle sector – Through streamlined training, testing and licensing, registration, and cooperative systems
3. Expanded insurance coverage and social protection – Via micro-insurance, crash compensation, and emergency health support
4. Strengthened data, monitoring, and evidence-based policy making – By developing integrated crash databases and harmonized reporting systems
5. Promotion of institutional coordination and sustainable financing – Through the establishment of National Motorcycle Safety Coordination Committees (NMSCCs) and alignment with existing road safety strategies

4.2.
Policy Recommendations by Thematic Area

Helmet Standards and Safety Equipment

Most countries already have national laws on helmet use, yet enforcement remains below 30 percent on average. Actions should focus on the following:

- Adopting or updating national helmet standards in line with UNECE 22.06
- Including fastening requirements, age specifications, and coverage for all road users
- Providing subsidies or voucher schemes for certified helmets, especially for low-income riders
- Strengthening market surveillance and testing capacity to eliminate counterfeit protective gear
- Enhancing collaboration with local manufacturers to produce affordable, quality helmets

Licensing, Training, and Registration

Unlicensed or untrained riders constitute a major safety risk. The framework recommends the following:

- Professionalizing riders through mandatory and refresher training, minimum service standards, and adoption of digital monitoring tools across fleets and associations
- Introducing tiered licensing systems linked to formal training
- Expanding accredited motorcycle training academies and instructor certification
- Digitizing rider registration and linking licenses to insurance and tax databases
- Integrating licensing enforcement into digital policing systems to improve compliance tracking

Insurance, Finance, and Social Protection

The review found that fewer than 15 percent of riders in most study countries hold valid insurance policies. Measures to address this include the following:

- Formalizing the sector by linking cooperative membership, digital registration, and compliance incentives to access microfinance, insurance, and designated operating zones
- Formalizing regular maintenance for motorcycles
- Expanding access to micro-insurance and group-based coverage
- Encouraging public-private partnerships between insurers, cooperatives, and digital platforms
- Introducing bundled financial products (leasing + insurance + training)
- Providing emergency care and rehabilitation coverage as part of mandatory insurance schemes

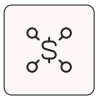
Data and Digital Monitoring

[Data fragmentation undermines enforcement and planning. Recommended actions:]

- Improvement of Motor Vehicle (*including motorcycles*) Information Management Systems
- Establishment of centralized crash databases integrating police, hospital, and insurance data
- Digitization of enforcement through mobile penalty systems and e-ticketing tools
- Creation of data-sharing protocols between national and regional institutions (AfRSO)
- Promotion of GIS-based crash mapping and use of telematics for safety monitoring

Institutional Coordination and Funding

[Institutional fragmentation is a recurring challenge across countries. The framework recommends the following:]



- Establishing NMSCCs under Ministries of Transport to coordinate multi-sectoral actions
- Ensuring dedicated budget lines for commercial motorcycle safety programs
- Engaging private sector partners in financing training, insurance, maintenance, servicing and technology deployment
- Mainstreaming commercial motorcycle safety into national and city road safety strategies
- Strengthening partnerships with cooperatives, corporate fleets, and digital platforms to standardize training, licensing, and insurance compliance
- Building “virtuous circles” with private insurers, helmet suppliers, and equipment companies through bundled financing, certified helmets, and safety-linked insurance products
- Integrating commercial motorcycles into multimodal systems by structuring them as first- and last-mile feeders to public transport hubs, supported by coordinated municipal planning

4.3.
Cross-Cutting Recommendations

The framework also emphasizes cross-sectoral enablers that underpin all thematic actions.

[1.]

Gender and Social Inclusion

- Promote participation of women in training, cooperatives, and safety campaigns.
- Ensure that interventions are inclusive of persons with disabilities as passengers and service users.

[2.]

Technology and Innovation

- Support the deployment of e-mobility solutions such as electric motorcycles with safety-compliant designs.
- Promote data-driven tools like telematics, Internet of Things, and real-time fleet tracking.

[3.]

Public Awareness and Behavior Change

- Launch nationwide safety communication campaigns co-branded with rider unions and municipalities.
- Leverage digital media to reinforce helmet use, insurance compliance, and safe driving culture.

[4.]

Partnerships and Research

- Encourage collaboration among universities, nongovernmental organizations, and private operators to conduct longitudinal studies and pilot interventions.

4.4. Phased Implementation Approach

A phased implementation approach is proposed to ensure sustainability and continuous improvement (table 4).

Table 4.
Phased Implementation Approach

Phase	Key actions	Lead institutions
Short term [1–2 years]	Establish NMSCCs; adopt helmet and training regulations; pilot digital crash database; facilitate the local production/provision of standardized helmets; launch awareness campaigns	Ministries of transport, police, rider unions
Medium term [3–5 years]	Roll out accredited training academies; scale insurance coverage; digitize licensing systems and *motorcycles* Information Management System; while integrating AfRSO data protocols	National safety agencies, insurers, municipalities
Long term [5–10 years]	Full national enforcement of safety and licensing laws; regional harmonization of standards; establish national Motorcycle Safety Performance Report (MSPR)	Governments, Regional Economic Communities, SSATP

4.5. Expected Outcomes

The successful adoption of this policy framework is expected to achieve the following measurable outcomes:

- Increase helmet use compliance by at least 50 percent.
- Achieve universal insurance coverage for registered riders.
- Establish interoperable crash data systems and motorcycles registries.
- Reduce commercial motorcycle-related fatalities
- Enhance the professionalization and economic resilience of the sector through cooperatives and training.

5.

Monitoring, Evaluation, and Learning

Monitoring and evaluation (M&E) are essential to ensure that the proposed policy framework for commercial motorcyclists' safety achieves its intended objectives.

Notably, most African countries lack coordinated monitoring systems, leading to fragmented and inconsistent data collection. This gap makes it difficult to assess the real impact of interventions or to compare progress across regions.

A comprehensive Monitoring, Evaluation, and Learning (MEL) framework is therefore required to systematically track progress, measure performance, and support evidence-based adjustments of policies and programs. The approach aligns with the Safe System principles, the Decade of Action for Road Safety 2021–2030, and the SSATP Road Safety Performance Monitoring Framework, which all stress the importance of continuous data-driven learning in improving road safety outcomes.

5.1.
Purpose of the Monitoring and Evaluation Framework

The M&E framework serves several purposes:

- To measure progress in the implementation of national and regional motorcycle safety actions.
- To identify lessons and opportunities for improving policy and institutional coordination.
- To promote accountability among implementing agencies, governments, and partners.
- To assess effectiveness of interventions such as helmet campaigns, training programs, insurance enforcement, and post-crash response.
- To build a shared regional evidence base through the harmonization of indicators.

5.2. Framework Structure and Indicators

The proposed M&E framework follows three levels of measurement.

[A] Input and Process Indicators

These indicators assess the extent to which enabling conditions and resources are in place.

- Existence of a dedicated NMSCC
- Budget allocation for commercial motorcycle safety programs
- Adoption or update of helmet standards and licensing regulations
- Number of accredited motorcycle training institutions and instructors
- Existence of digital crash and enforcement databases
- Well-functioning Motor Vehicle (*including motorcycles*) Information Management System

[B] Output Indicators

These indicators measure direct achievements from policy implementation.

- Number of professional riders trained and licensed
- Number of registered motorcycles, and those registered for commercial use
- Number of registered motorcycle cooperatives and insured riders
- Number of enforcement operations (helmet checks, insurance verification)
- Publication of national or regional commercial motorcycle safety reports
- Number of awareness campaigns conducted and participants reached

[C] Outcome and Impact Indicators

These indicators reflect tangible safety improvements.

- Reduction in commercial motorcycle-related fatalities and serious injuries
- Increase in helmet compliance rates among riders and passengers
- Growth in formalization rates (licensed and insured riders)
- Improved response time and quality of post-crash care
- Integration of motorcycle safety data into the AfRSO

5.3. Institutional Roles and Responsibilities

Successful M&E implementation depends on clear institutional mandates and coordination:

- Ministries of transport – overall coordination of monitoring activities and national reporting
- Traffic police and enforcement units – data collection on compliance, violations, and crashes
- Health ministries and hospitals – recording and sharing injury and fatality data
- Insurance regulators and cooperatives – providing information on coverage rates and claims
- National Statistical Offices – standardizing data for comparability and integration into national systems
- WHO, SSATP and AfRSO – regional harmonization, peer review, and publication of consolidated performance reports

The establishment of an NMSCC in each country is critical to ensure these roles are executed consistently and to avoid duplication of responsibilities.

5.4. Data Sources and Collection Methods

Reliable data collection must combine multiple sources:

- Police reports and traffic records for crash occurrence and enforcement data
- Hospital records for injury and fatality statistics
- Insurance company data for claims and compensation trends
- Transport and licensing databases for registration and rider compliance
- Motor vehicle / motorcycles registries for fleet management.
- Survey and observation studies for helmet-use rates and behavioral indicators

Integration of these data sources through digital systems will allow the generation of periodic, harmonized statistics essential for the evaluation of safety programs.

5.5. Reporting and Learning Mechanisms

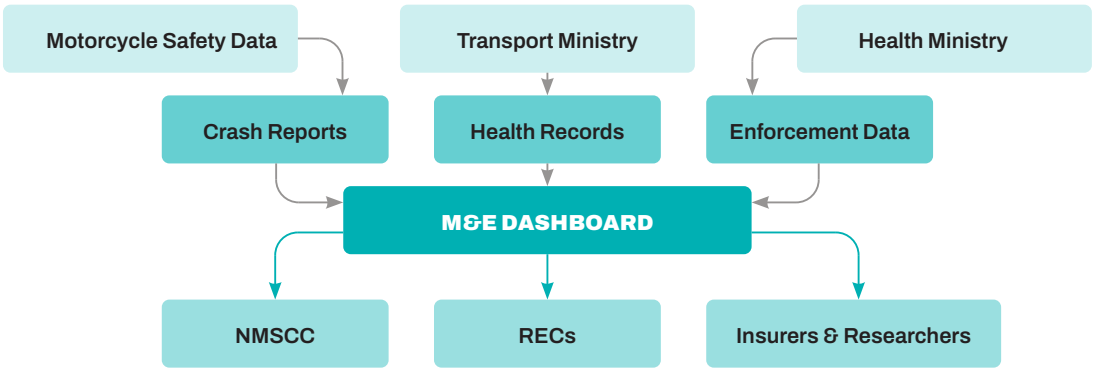
Countries should produce an annual MSPR, to do the following:

- Consolidate national statistics and track implementation progress.
- Share results across agencies and with development partners.
- Identify operational and policy gaps requiring attention.
- Facilitate regional peer learning through SSATP and AfRSO platforms.

Each MSPR should include progress against key indicators, resource utilization summaries, and policy lessons to inform national and regional decision-making.

At the regional level, SSATP and AfRSO could compile these reports into a Continental Motorcycle Safety Review, enabling inter-country comparisons and highlighting innovative practices.

Sample M&E Dashboard – Data Flow and Institutional Linkages



5.6. Evaluation and Feedback Loops

Periodic evaluations are important to sustain learning and accountability:

- Mid-term evaluations (every 3 years) to review progress and adjust strategies
- End-of-decade evaluation (2030) to assess the achievement of the targeted 50 percent reduction in motorcycle-related fatalities
- Stakeholder feedback sessions involving riders' associations, police, nongovernmental organizations, and government institutions to review findings and propose adaptive measures

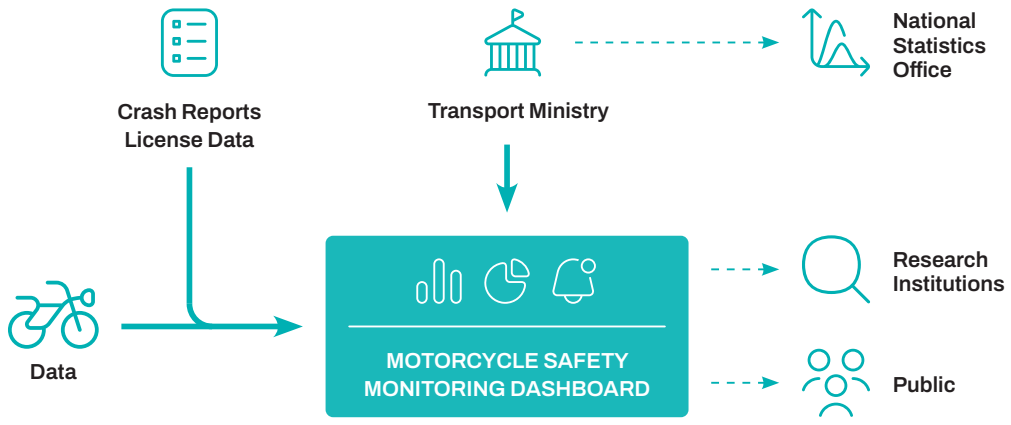
Lessons learned should feed back into policy updates, budgeting, and institutional strengthening, ensuring that safety interventions remain relevant and effective.

5.7. Illustrative Monitoring Dashboard

The use of a digital dashboard that visually represents progress indicators and allows real-time tracking is recommended. This tool should be designed to display the following information:

- Helmet-wearing rates by region or city
- Crash prone locations and enforcement frequency
- Registered versus unregistered riders and motorcycles
- Status of training and cooperative registration
- Insurance and licensing compliance rates

Motorcycle Safety Monitoring Dashboard – Data Flow and Institutional Responsibilities



The dashboard would serve as a decision-support system, integrating data sets from police, health, and insurance sources to guide national and regional safety planning.

6.

Toward Safer, Smarter, and More Inclusive Commercial Motorcycle Mobility in Africa

Commercial motorcycles play a vital role in Africa's mobility landscape, supporting millions of livelihoods and connecting communities where formal public transport remains limited. However, they are also linked to high fatality rates, widespread informality, and weak enforcement. The review across eight focus countries—Angola, Benin, Cameroon, Ethiopia, Kenya, Mozambique, Rwanda, and Uganda—shows that while most have enacted laws on helmet use, licensing, and insurance, implementation remains inconsistent, and compliance levels are often below 30 percent.

Institutional weaknesses, fragmented data systems, and limited funding have constrained enforcement and monitoring. Post-crash care remains underdeveloped, with few countries having comprehensive legislation guaranteeing access to emergency, rehabilitative, and psychological services. Moreover, less than 15 percent of commercial riders are covered by insurance, leaving them financially and medically vulnerable in the event of crashes.

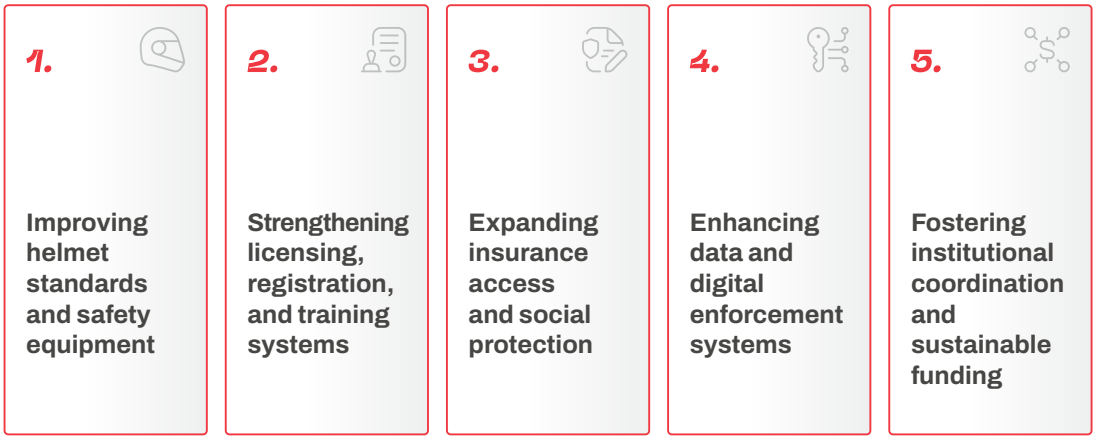
Despite these challenges, the study identifies promising opportunities:

- The rise of digital platforms and e-mobility innovations (for example, ride-hailing and telematics-based fleet management)
- Private sector engagement in rider training and safety compliance
- Growing regional cooperation through SSATP, AfRSO, ARSO, UN Agencies and AARSLA

These developments show that African countries can leverage innovation, partnerships, and harmonized policies to achieve measurable safety improvements.

6.1. Toward a Continental Policy and Implementation Framework

The recommendation is for a policy framework with five pillars of action:



Each pillar is supported by targeted interventions, such as the following:

- Subsidizing certified helmets for low-income riders
- Linking licensing to accredited safety training
- Developing micro-insurance and rider cooperatives
- Establishing integrated crash databases aligned with AfRSO formats
- Creating national and subnational coordination committees for motorcycle safety oversight

The framework highlights that achieving safer motorcycle mobility requires holistic coordination—combining regulation, data, training-licensing, and economic incentives to build a professionalized, sustainable industry.

6.2. Role of Institutions and Partnerships

Effective implementation depends on strong institutional leadership and multilevel partnerships.

Governments must do the following:

Integrate commercial motorcycle safety into national road safety and transport strategies, vehicle registries and licensing schemes.

Strengthen lead agencies' mandates and ensure dedicated budget allocations.

Coordinate enforcement among police, transport, health, and insurance institutions.

Regional entities—including the African Union, SSATP, ARSO, AfRSO, East African Community (EAC), Economic Community of West African States (ECOWAS), and Southern African Development Community (SADC)—play a crucial role in harmonizing helmet standards, encouraging data sharing, and promoting peer learning.

At the same time, partnerships with the private sector, including ride-hailing companies, insurers, and e-mobility providers, offer new tools for digital monitoring, rider identification, and compliance tracking. Such collaboration will transform commercial motorcycling from an informal, high-risk sector into a structured and professional component of urban and rural mobility systems.

6.3. Implementation, Monitoring, and Learning

Sustainable progress requires a robust M&E system to track results and guide policy adjustments. Countries are encouraged to adopt MSPRs aligned with WHO, SSATP and AfRSO indicators, enabling harmonized data collection and comparison. This process will allow for evidence-based policy making and foster regional benchmarking.

The integration of digital dashboards, as recommended in chapter 5, will further enhance real-time decision-making and public accountability.

Regular reporting, coupled with regional peer review through SSATP and AfRSO, will ensure that the lessons learned translate into practical improvements in legislation, enforcement, and safety outcomes.

6.4. Final Reflections

The transition toward safer, smarter, and more inclusive motorcycle mobility in Africa is both urgent and achievable. By adopting coordinated national policies, fostering cross-sector collaboration, and investing in data-driven safety systems, African countries can significantly reduce motorcycle-related injuries and deaths.

A sustained commitment from governments, regional bodies, and development partners—anchored in evidence and guided by the Safe System approach—will not only save lives but also strengthen livelihoods, environmental sustainability, and inclusive growth.

In conclusion, commercial motorcycling can evolve from being a source of risk into a driver of safety, innovation, and resilience across the continent, provided that countries act collectively and consistently on the recommendations set forth in this paper.

B.

Bibliography

AfDB (African Development Bank), and GRSF (Global Road Safety Facility). 2022. *Motorcycle safety in Africa.* Abidjan: AfDB & World Bank.

African Road Safety Observatory (AfRSO). 2023. “Improving Road Safety Data Systems and Evidence-Based Decision-Making in Africa.” African Union Commission. *https://www.ssatp.org/topics/african-road-safety-observatory*.

Angola. 2022. Presidential Decree No. 123/22 of 30 May: Legal Framework for Motorcycle Taxi Activity. Official Gazette, Series I, No. 97. Ministry of Transport, Luanda.

Bedru, D., F. Teshome, Y. Kebede, and Z. Birhanu. 2022. “Helmet-Wearing Behavior Where People Often Ride Motorcycles: A Cross-sectional Study.” *PLOS One* 17 (1).

Benin. 1972. Decree No. 1972-113 Mandating Compulsory Helmet Use for Drivers and Passengers of Motorized Two-Wheel Vehicles. April 27, 1972. Secretariat General of Government.

Carvalho, E. M. R. 2022. “The Role of Motorcycle Taxis in Developing Countries: A Case Study in the Provinces of Benguela, Huambo and Luanda.” Master’s thesis, ISEG – University of Lisbon.

Chichom-Mefire, A., J. G. Tsiagadigui, O. Nwanna-Nzewunwa, G. E. Orock, and J. Atashili. 2015. “A Study on Helmet Use and Injury Patterns among Motorcycle Riders in Douala, Cameroon.” *BMC Public Health*, 15: 1209.

Cenfri. 2020. *E-hailing Platforms as Distributors of Financial Services in Rwanda*. Cape Town: Cenfri.

Dissak, F. N., M. T., Yost, A. D. Touko, R. Mfondoum, R. Oke, S. A. Christie, A. Chichom-Mefire, A. Hubbard, and C. Juillard. 2025. "Wealth Is Health: High Economic Status in Cameroon Correlates with Protective Gear Use in Traffic Injuries and Improved Clinical Outcomes." *Journal of Trauma and Acute Care Surgery* 98 (4): 570–77.

Ethiopia. Directive No. 155/2024. Motorcycle and Electric Motorcycle Transport Service Delivery Directive, Addis Ababa City Administration.

FIA Foundation. 2024. *A Fare Price: An Investigation into the Health Costs of Motorcycle Taxi Crashes in Kenya*. London: FIA Foundation.

Healthy People Rwanda. 2024. “Building a Safer Future: Insights from Dr. Innocent Nzeyimana’s Presentations at ‘Safety 2024’ in India” (blog). Healthy People Rwanda, September 6, 2024. Kigali.

Ichikawa, M., Chadbunchachai, W., & Marui, E. (2003). Effect of the helmet act for motorcyclists in Thailand. *Accident Analysis & Prevention*, 35(2), 183-189.

International Transport Forum (ITF). 2022. *The Safe System Approach in Action: Road-Safety Management and Capacity Building in Cameroon*. Paris: ITF.

Johns Hopkins International Injury Research Unit; Makerere University School of Public Health. 2024. “Status Summary 2023: Road Safety Risk Factors, Kampala, Uganda.” Baltimore, MD: Johns Hopkins Bloomberg School of Public Health. *https://publichealth.jhu.edu/sites/default/files/2024-02/20240110bigrskampala19pages.pdf*.

Juillard, C., M. K. Ngamby, M. E. Monono, G. A. E. Mballa, R. A. Dicker, K. A. Stevens, and A. A. Hyder. 2017. “Exploring Data Sources for Road Traffic Injury in Cameroon: Collection and Completeness of Police Records, Newspaper Reports, and a Hospital Trauma Registry.” *Surgery* 162 (6): S24–S31. *https://www.sciencedirect.com/science/article/abs/pii/S0039606017300910*

Kampala Urban Safety Observations. 2024. Data on helmet use in Uganda’s capital.

Lopes, C. 2010. *Dynamics of Associativism in the Informal Economy*.

Mozambique. 2018. Decree No. 47/2018 Establishing the National Road Transport Institute. Official Gazette.

Mozambique. 2019. Regulation on the Transport of Passengers and Goods in Motor Vehicles and Trailers. May 10, 2019. Official Gazette, Series I, No. 90.

Ndunyu, J. 2025. “How NTSA Is Using Digital Cameras on Major Highways to Target Speeding Motorists.” *The Kenya Times*, April 18, 2025.

Passmore, J., Tu, N. T. H., Luong, M. A., Chinh, N. D., & Nam, N. P. (2010). Impact of mandatory motorcycle helmet wearing legislation on head injuries in Viet Nam: results of a preliminary analysis. *Traffic injury prevention, 11*(2), 202-206.

Roam. 2025. “Roam Motorcycles: Ride Everywhere, Charge Anywhere.” *https://www.roam-electric.com/motorcycles*.

RNP (Rwanda National Police). 2023a. “GERAYO AMAHORO: Police up against High Motorcycle and Bicycle Crashes.” News, September 5, 2023. *https://police.gov.rw/media/news-detail/news/gerayo-amahoro-police-up-against-high-motorcycle-bicycle-accidents/*. Accessed January 13, 2026.

RNP. 2023b. Motorcycle Safety and Enforcement Data Portal. Kigali.

RURA (Rwanda Utilities Regulatory Authority). 2015. Passengers Road Transport Regulations. Kigali: RURA.

SAHI (Safe African Helmets Initiative). 2025. “Safe African Helmets Initiative: Summit Report, Nairobi 7-9 July 2025.” London: Transaid. *https://www.transaid.org/wp-content/uploads/2025/11/SAHI-2025-Report.pdf*

Sergio, A. (2024). *Key informant interview with policy researchers*. Luanda.

SSATP (Africa Transport Policy Program). 2013. “Understanding the Emerging Role of Motorcycles in African Cities: A Political Economy Perspective.” SSATP Discussion Paper 13, World Bank, Washington, DC.

SSATP. 2022. *A Study of Road Safety Lead Agencies in Africa*. Washington, DC: World Bank.

SSATP. 2024. *A Road Safety Performance Monitoring Framework for African Countries*. Washington, DC: World Bank.

SSATP. 2025. *Africa Status Report on Road Safety 2025*. Washington, DC: World Bank.

UBOS (Uganda Bureau of Statistics). 2023. “Boda-Boda Sector Statistical Abstract.” Kampala: UBOS. *https://www.ubos.org/wp-content/uploads/publications/2023-Statistical-Abstract.pdf*.

Uganda. 1998. Traffic and Road Safety Act, 1998 (Cap. 361). Government of Uganda.

Uganda. 2020. Traffic and Road Safety Act, 1998 (Amendment) Act, 2020. Government of Uganda.

Uganda. 2022. Traffic and Road Safety Act, 1998 (Amendment) Act, 2022. Government of Uganda.

UNECE (United Nations Economic Commission for Europe). 2022. Regulation No. 22.06. Uniform Provisions Concerning the Approval of Protective Helmets and Their Visors for Drivers and Passengers of Motorcycles and Mopeds. Geneva: UNECE.

World Bank. 2013. *Road Safety Management Capacity Reviews and Safe System Projects Guidelines* (Updated ed.). Washington, DC: World Bank.

World Bank. 2024. *Building Data, Analytics, and Evidence to Support Road Safety*. Washington, DC: World Bank.

World Bank. 2025. *Safety of Commercial Motorcycles: Guidelines and Good Practices for Governments and the Private Sector*. Washington, DC: World Bank.

WHO (World Health Organization). 2023. *Global Status Report on Road Safety 2023*. Geneva: WHO.

Yego Moto. 2023. *Smart Mobility Solutions and Safety Data Report*. Kigali: Yego Moto.

Appendices

APPENDIX A.
Country Profiles: Context, Insights, and Roadmaps

[Capital city: Luanda, ≈ 4,8 million people]

ANGOLA

Angola has a comprehensive regulatory framework for commercial motorcycle taxis established under Presidential Decree 123/22, which sets requirements for licensing, registration, insurance, safety equipment, and rider identification. The country has a relatively high road fatality burden and widespread use of motorcycles for urban and peri-urban transport. Despite strong legal provisions, implementation capacity varies significantly between Luanda and other provinces.

A. INSIGHTS

[from Interviews and Consultations]

Stakeholder consultations revealed that Angola is in a transition phase, where private sector initiatives are helping the state operationalize Presidential Decree 123/22, but enforcement gaps remain.

Private Sector Support in Implementation of Presidential Decree 123/22

Interviews with operators and regulators highlighted the role of a structured fleet operator (ANDA) in directly implementing the decree's requirements:

- **Training academy:** ANDA operates a formal rider-training center aligned with the decree's mandatory competency requirements, providing standardized training before riders can operate commercially.
- **Integrated financing schemes:** ANDA offers structured weekly repayment plans tailored to informal riders' earnings, enabling them to shift into legal, licensed operation.
- **Insurance partnerships:** Through collaboration with Viva Seguros, operators provide bundled insurance for the motorcycle, rider, and passenger—facilitating compliance with the decree's mandatory insurance provisions.
- **Telematics for compliance:** ANDA uses Internet of Things tracking, GPS monitoring, and performance records to enforce operational discipline consistent with the decree's requirements.

Why Full Enforcement of Decree Not Yet Achieved

Stakeholders repeatedly emphasized the following:

- **Provincial enforcement disparities:** Enforcement capacity is concentrated in Luanda, while large informal fleets continue operating in Benguela, Huambo, and inland provinces.
- **High informality:** Many riders avoid licensing and registration owing to cost barriers and the absence of routine enforcement outside major cities.
- **Limited institutional capacity:** Authorities lack motorcycle-focused inspection units and digital tools to monitor licensing, insurance, and training compliance.
- **Data fragmentation:** No unified registry exists to track riders, vehicles, or violations, limiting targeted enforcement.

Together, these insights explain why, despite a robust legal framework and strong private-sector engagement, the decree is only partially enforced in practice.

B. ROADMAP

[Clear Actions Based on Consultations]

1. **Scale enforcement beyond Luanda** by creating provincial motorcycle enforcement teams and using private sector telematics data for targeted inspections.
2. **Expand structured financing plus insurance bundles** to reduce informality and make formal operation economically accessible.
3. **Standardize rider training nationwide** using the existing academy model, with mandatory refresher courses linked to license renewal.
4. **Develop a unified national motorcycle registry** for licensing, insurance, training, and compliance monitoring.
5. **Strengthen post-crash protections** by addressing legislative gaps on emergency access, rehabilitative care, psychological support, and Good Samaritan provisions identified in the report.

[Capital city: Porto Novo, ≈ 300 000 people]

BENIN

Commercial motorcycles (*zemidjans*) dominate urban transport in Benin, especially in Cotonou and secondary cities. The sector is highly informal, with an estimated 250,000 operators, but no central registry. Benin faces a high road fatality burden (24.8 per 100,000 population), weak enforcement of safety laws (helmet enforcement rated 3/10), very low passenger helmet use (2 percent), and limited insurance coverage (<15 percent). The Centre National de Sécurité Routière (CNSR; National Road Safety Center) exists but lacks government funding, resulting in weak institutional coordination and little capacity for systematic enforcement or data management.

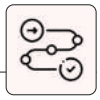
A. INSIGHTS

[from Interviews and Consultations]

Fragmentation and Lack of Organization	• Only 10–15 percent of riders belong to unions such as SYNAZEB; mistrust of leadership and lack of perceived benefits discourage membership. • Weak organization limits the government's ability to communicate policies, deliver training, or enforce rules.
Barriers to Licensing and Insurance	• Riders cited unaffordable licensing fees, irregular earnings, and minimal perceived benefits of formalization. • Insurance uptake is extremely low; riders view premiums as an additional cost rather than protection. • Enforcement remains inconsistent, influenced by politics and limited municipal resources.
Data Gaps and Institutional Limitations	• No integrated data system between police, hospitals, and municipalities. • Authorities cannot estimate the real number of commercial riders or crashes, reducing effectiveness of policy making.
Insights from Pilot Initiatives	• Cooperative-based pilots (training, helmet distribution, microfinance) improved compliance when riders were organized. • Scale-up has stalled because of weak institutional support and lack of incentives for riders.

B. ROADMAP

[Clear Actions Based on Consultations]



1. **Strengthen institutional foundations** by funding CNSR, digitizing licensing and insurance verification, and establishing municipal motorcycle regulatory units.
2. **Promote structured rider organization** by supporting cooperatives linked to microfinance, group insurance, and subsidized helmets; build leadership capacity.
3. **Improve helmet compliance** through targeted enforcement at high-risk locations, subsidized certified helmets for riders and passengers, and partnerships with quality suppliers.
4. **Expand affordable insurance access** via micro-insurance bundles tied to licensing or cooperative membership and mobile money payment options.
5. **Enhance post-crash response** by extending emergency access numbers, training first responders, and expanding trauma registries in key hospitals.
6. **Develop a unified digital data system** integrating motorcycles registry, crash data, enforcement, and licensing information to enable evidence-based interventions and targeted enforcement.

[Capital city: Yaoundé, ≈ 2,5 million people]

CAMEROON

Commercial motorcycles play a major role in urban and peri-urban mobility in Cameroon, especially in Douala, Yaoundé, and rapidly growing secondary towns. The country faces persistent safety challenges, including low helmet compliance, weak enforcement (helmet enforcement rated 1/10), and fragmented institutional responsibilities. Although helmet laws, speed limits, and insurance requirements exist, implementation is inconsistent, and trauma studies indicate *extremely low helmet use* among crash victims (often below 3 percent). Cameroon lacks a dedicated national road safety agency, and data systems remain fragmented, with police, hospitals, and municipalities operating separately—contributing to major discrepancies between government-reported road deaths (930) and WHO estimates (2,870).

A. INSIGHTS

[from Interviews and Consultations]

Institutional Fragmentation and Limited Enforcement	• Stakeholders noted the absence of a national coordinating agency, leading to overlapping mandates between the Ministry of Transport, police, municipalities, and health institutions. • Enforcement units lack specialized motorcycle inspection capacity, resulting in widespread informality and poor compliance.
Extremely Low Helmet Use	• Hospital consultations in Douala and Yaoundé reported helmet use among injured riders at less than 3 percent, confirming field observations of near-total noncompliance. • Riders cited affordability barriers, lack of awareness, and inconsistent enforcement as core reasons for nonuse.
Data Gaps and Lack of Integrated Systems	• Stakeholders highlighted that police crash data, hospital trauma registries, and media reports remain siloed. • A World Bank–supported Road Safety Data Analysis Center (2015–2019) improved tools but has not been fully operationalized; inter-agency coordination remains weak.
Challenges of Rapid Sector Expansion	• Motorcycles provide essential mobility, especially where formal transport is limited; however, their rapid proliferation has outpaced regulatory capacity. • Authorities reported difficulties in tracking operators, ensuring insurance compliance, and monitoring rider behavior.

B. ROADMAP

[Clear Actions Based on Consultations]

1. **Establish a national road safety coordinating agency** to harmonize enforcement, data systems, and policy implementation across ministries and municipalities.
2. **Strengthen helmet enforcement** through structured roadside campaigns, mandatory helmet standards, and subsidies for certified helmets in high-risk urban centers.
3. **Digitize licensing, insurance, and registration systems** to improve traceability, reduce informality, and support targeted enforcement.
4. **Operationalize the Road Safety Data Analysis Center** and integrate vehicle registries, police, hospital, and municipal data into a single national crash database.
5. **Develop municipal motorcycle regulatory units** in Douala and Yaoundé to conduct inspections, verify insurance, and enforce safety requirements.
6. **Partner with private operators and unions** to deliver low-cost training, awareness campaigns, and peer-monitoring programs tailored to motorcycle taxi riders.
7. **Enhance post-crash care capacity** by scaling trauma registries, improving ambulance coordination, and developing good-practice protocols for emergency response.

[Capital city: Addis Ababa, ≈ 3,9 million people]

ETHIOPIA

Commercial motorcycles are widely used in Ethiopia for first- and last-mile transport, especially in Oromia, Amhara, and emerging urban centers. Despite national legislation on licensing, registration, helmet use, and insurance, enforcement remains weak and inconsistent across regions, with helmet compliance averaging below 20 percent and enforcement rated 2/10. The country faces significant road safety challenges: Government-reported road deaths (3,971) are 5.1 times lower than WHO estimates (21,258), highlighting major data gaps. Ethiopia lacks a national policy specific to commercial motorcycles, and regulatory interpretation varies across federal and regional authorities. Addis Ababa's 2024 directive restricting new commercial licenses to electric motorcycles indicates a shift toward formalization and sustainability.

A. INSIGHTS

[from Interviews and Consultations]

Fragmented Governance and Regional Variation

- Stakeholders emphasized that regulatory implementation differs significantly across regions. Some areas enforce licensing and helmet requirements, while others show minimal compliance.
- Responsibilities are split across the Ministry of Transport, regional authorities, and police, resulting in inconsistent oversight.

Low Helmet Use and Limited Enforcement Capacity

- Interviews highlighted extremely low helmet use among riders and near-zero use among passengers.
- Observational studies confirm compliance rates of 12–31 percent, depending on location.
- Traffic police lack specialized motorcycle enforcement units and resources for consistent roadside checks.

Data Quality and Reporting Gaps

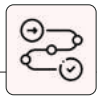
- Authorities stated that police, hospital, and regional reports are not harmonized, making it difficult to assess motorcycle-related injuries or fatalities.
- The lack of vehicle type–specific registration data prevents accurate estimation of the motorcycle fleet, including commercial operators.

Emerging Regulatory Momentum

- Addis Ababa's Transport Directive 155/2024—limiting new licenses to electric motorcycles—showcases a growing effort to structure the sector.
- Ethiopia has a helmet standard and drafted commercial motorcycle regulations, but rolling them out uniformly remains a challenge.

B. ROADMAP

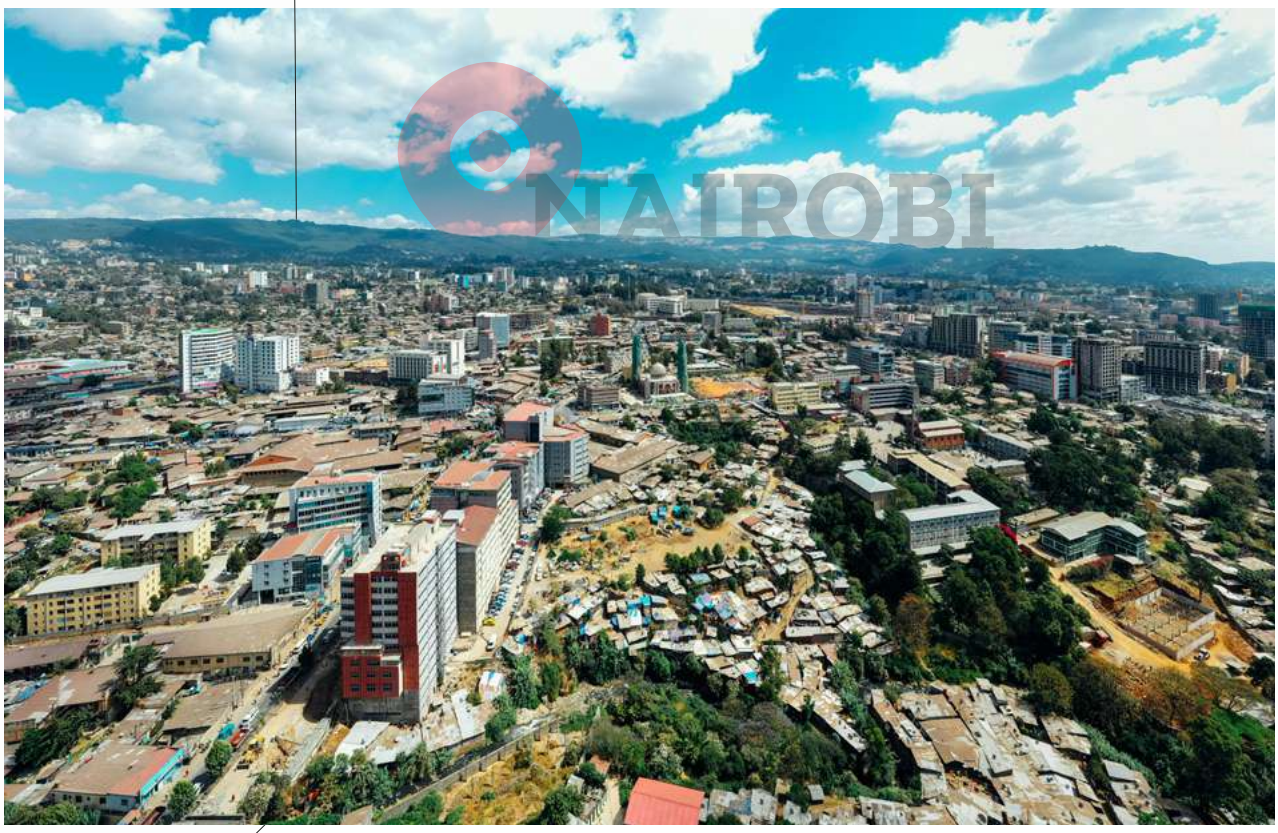
[Clear Actions Based on Consultations]



1. **Develop a national commercial motorcycle policy** that clarifies roles across federal and regional governments and standardizes enforcement and licensing procedures.
2. **Strengthen helmet compliance** through targeted campaigns, subsidies for certified helmets, and enforcement in high-risk corridors.
3. **Modernize data systems** by integrating police, hospital, and regional databases and introducing consistent reporting templates for crashes and injuries.
4. **Formalize the sector through incentives** such as simplified licensing, cooperative registration, and financial support for compliance (for example, subsidized helmets, training vouchers).
5. **Create motorcycle-focused enforcement units** trained to inspect licenses, insurance, and helmet use—initially in major urban centers, then expanded to regional hubs.
6. **Scale rider training programs** with standardized curricula and mandatory pre-license training; integrate refresher training into license renewal.
7. **Leverage the shift toward electric motorcycles** by linking new permits to structured registration, insurance verification, and mandatory training.

[**Capital city: Nairobi, ≈ 4,8 million people**]

KENYA



Kenya has one of the largest and fastest-growing commercial motorcycle sectors in Africa, with more than 1.6 million registered motorcycles and an estimated 1 million *boda boda* operators nationwide. The sector provides essential mobility and employment but faces major safety challenges: motorcycles account for 35 percent of all road traffic fatalities, and helmet compliance remains low (30 percent for riders, 10 percent for passengers). Kenya has a relatively strong legal framework—mandatory helmet use, insurance, licensing, and the Traffic (Amendment) Act—but enforcement is weak, especially outside major cities. Institutional responsibilities are split between the National Transport and Safety Authority (NTSA), the police, county governments, and cooperatives, leading to inconsistent implementation.

A. INSIGHTS

[from Interviews and Consultations]

Weak Enforcement and Variable Compliance

- NTSA and police representatives noted significant enforcement gaps owing to limited manpower, political pressure, and lack of specialized motorcycle units.
- Helmet standards exist (UNECE 22.06), yet low-cost, noncertified helmets dominate the market, undermining compliance and protection.

Limited Training and Licensing Challenges

- Most *boda boda* riders enter the sector informally and operate without formal training; mandatory training requirements are inconsistently implemented.
- Stakeholders highlighted that many riders lack valid licenses or insurance despite legal requirements.

Data Gaps and Fragmented Reporting

- Crash and injury data are inconsistently captured across police, hospitals, and county authorities.
- NTSA faces challenges in harmonizing national-level reporting with county-level systems, reducing visibility of motorcycle-related risks.

Emerging Private Sector and Cooperative Strength

- Kenya has a strong network of *boda boda* Savings and Credit Cooperatives (SACCOs), which play a critical role in rider organization, communication, and enforcement of discipline.
- Stakeholders noted opportunities to leverage SACCOs for training, insurance, and digital compliance monitoring.
- Private operators (for example, motorcycle distributors, digital ride-hailing platforms, e-mobility companies) are expanding structured training and financing schemes that could serve as national models.

B. ROADMAP

[Clear Actions Based on Consultations]

1. **Strengthen enforcement** by establishing motorcycle-focused inspection units, prioritizing high-risk corridors, and partnering with SACCOs for community-level monitoring.
2. **Scale standardized training** by enforcing mandatory pre-license and refresher training through accredited schools and SACCO-led platforms.
3. **Improve helmet quality and availability** through certification enforcement, subsidies for certified helmets, and public awareness campaigns on low-quality helmet risks.
4. **Digitize compliance systems**-link licensing, insurance, and SACCO membership to a unified NTSA digital platform to support traceability and reduce informality.
5. **Enhance insurance uptake** via micro-insurance products embedded in SACCO membership, mobile money–based premium payments, and stronger roadside verification.
6. **Strengthen national data coordination** by integrating police, hospital, and NTSA databases to improve visibility on motorcycle crashes and facilitate data-driven interventions.
7. **Leverage emerging e-mobility** by linking electric motorcycle permits to structured training, insurance compliance, and cooperative membership requirements.

[**Capital city: Maputo, ≈ 1,2 million people**]

MOZAMBIQUE

Commercial motorcycles are widely used in Mozambique as informal public transport, especially in Maputo, Beira, Nampula, and rapidly growing peri-urban areas. The country has legislation requiring helmets, registration, licensing, and insurance, but enforcement remains weak and inconsistent—helmet use averages 35 percent among riders and 10 percent among passengers, with an enforcement score of 4/10. Road safety outcomes are severe: government reports 1,228 annual fatalities, while WHO estimates 10,365, indicating major reporting discrepancies. The Instituto Nacional de Transportes Rodoviários (INATRO; National Road Transport Institute) is responsible for vehicle and driver regulation but faces significant capacity constraints, particularly regarding enforcement, data management, and monitoring of commercial motorcycle operations.

A. INSIGHTS

[from Interviews and Consultations]

Institutional Capacity Limitations

- INATRO stakeholders acknowledged that limited staff, resources, and inspection equipment constrain their ability to regulate commercial motorcycles effectively.
- Enforcement is primarily police led, but coordination between police and INATRO is weak, resulting in inconsistent application of licensing and insurance requirements.

Low Compliance and Market Challenges

- Riders frequently operate without valid licenses, insurance, or registration owing to affordability issues and limited enforcement outside major cities.
- Helmet quality and availability remain concerns; noncertified helmets dominate the market at low cost, discouraging use of higher-quality products.

Data Fragmentation and Reporting Weaknesses

- As highlighted by consultations, Mozambique lacks an integrated national crash database, and hospitals, police, and transport authorities do not share data systematically.
- This results in significant under-reporting, making it difficult to identify critical spots or prioritize interventions.

Growing Demand for Structured Regulation

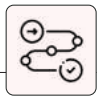
- Authorities and operators noted that the rapid expansion of motorcycle taxis has outpaced the country's regulatory and enforcement capacity.
- Stakeholders expressed interest in structured approaches—such as formal associations or cooperatives—to improve traceability and facilitate safety training.

Positive Practices and Entry Points

- INATRO has introduced driver training programs for motorcycle riders, though coverage remains low.
- Enforcement pilots in Maputo showed improved compliance when paired with awareness campaigns and targeted controls.

B. ROADMAP

[Clear Actions Based on Consultations]



1. **Strengthen INATRO's operational capacity** by equipping regional branches with inspection tools, digitized systems, and dedicated motorcycle compliance units.
2. **Expand structured rider training programs** using standardized curricula and linking training completion to license issuance and renewal.
3. **Improve helmet compliance** through enforcement at high-risk locations, introduction of certified helmet standards, and subsidized helmet programs.
4. **Develop cooperative or association-based models** to support self-regulation, training delivery, and communication between authorities and riders.
5. **Introduce an integrated national road safety database** linking police, hospitals, and INATRO to improve vehicle registry, crash reporting and evidence-based policy making.
6. **Enhance insurance uptake** through micro-insurance packages delivered via mobile money, tied to registration or cooperative membership.
7. **Strengthen enforcement consistency** by coordinating police-INATRO joint operations and prioritizing high-risk corridors and urban centers.

[**Capital city: Kigali, ≈ 2 million people**]

RWANDA

Rwanda has one of the most structured commercial motorcycle (*moto-taxi*) sectors in Africa, supported by strong regulation, high enforcement levels, and organized cooperatives. Motorcycle taxis are essential to urban mobility in Kigali and secondary cities. Rwanda performs comparatively well on key safety indicators: helmet wearing is 85 percent among riders and 70 percent among passengers, and enforcement is rated 10/10. The country has clear requirements for licensing, registration, training, helmet use, and insurance. Cooperatives play a central role in regulating daily operations, facilitating compliance, and supporting communication between riders and authorities. Despite this progress, challenges remain: persistent informality at the margins, gaps in post-crash care, resource constraints in rural districts, and the need for improved data integration across institutions.

A. INSIGHTS

[from Interviews and Consultations]

Strong Cooperative Governance

- Rwanda's cooperative model is a regional best practice. Nearly all commercial riders belong to cooperatives, which support licensing compliance, daily monitoring, enforcement of discipline, and communication of regulatory requirements.
- Stakeholders noted that cooperatives help authorities track riders, maintain order at stages, and implement training programs.

High Helmet Use but Increasing Quality Concerns

- While helmet compliance is high, authorities highlighted concerns about helmet quality, availability of certified models, and riders' limited ability to distinguish compliant from noncompliant products.

Institutional Coordination Strengths and Gaps

- The Rwanda National Police (RNP), Rwanda Utilities Regulatory Authority (RURA), and local governments collaborate effectively on enforcement and licensing.
- However, hospital representatives noted gaps in trauma data capture, limiting detailed analysis of motorcycle-related injuries.

Training and Professionalization Needs

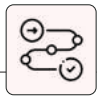
- Riders suggested the need for refresher training to improve safety behavior.
- Authorities highlighted the importance of continuous training, especially on hazard perception, and customer service.

Informal Riders and Rural Challenges

- Kigali maintains strong compliance, but rural districts report persistent informality and weaker cooperative enforcement.
- Limited resources in rural traffic units constrain consistent monitoring.

B. ROADMAP

[Clear Actions Based on Consultations]



1. **Enhance helmet quality oversight** by introducing certified helmet import controls, strengthening market surveillance, and launching consumer awareness campaigns.
2. **Scale refresher training programs** for all cooperative members, linked to license renewal and coordinated by RURA and RNP.
3. **Strengthen rural enforcement capacity** by establishing district-level motorcycle compliance units and supporting local cooperatives with training and digital tools.
4. **Improve post-crash care and data capture** through strengthened hospital trauma registries, integration with police crash data, and expanded first-responder training.
5. **Modernize cooperative governance** by digitizing rider records, payment systems, and reporting tools to enhance transparency and traceability.
6. **Expand targeted safety campaigns** focusing on speeding, helmet fastening, passenger safety, and night-time visibility.

[**Capital city: Kampala, ≈ 4,3 million people**]

UGANDA

Commercial motorcycles (*boda bodas*) are a dominant mode of transport in Uganda, particularly in Kampala, Wakiso, and rapidly urbanizing municipalities. The sector provides large-scale employment but is highly informal and associated with significant safety challenges. Motorcyclists represent 32 percent of all road-crash victims, and helmet compliance remains low—30 percent among riders and 10 percent among passengers. Enforcement capacity is constrained despite legal requirements for licensing, insurance, and helmet use. Uganda has established regulatory frameworks, but implementation is inconsistent because of weak institutional coordination across the Ministry of Works and Transport (MoWT), police, Kampala Capital City Authority (KCCA), and associations. Efforts to formalize the sector—through training, registration, and digital platforms—remain ongoing.

A. INSIGHTS

[from Interviews and Consultations]

Weak Enforcement and Widespread Informality

- The Uganda Police Traffic Directorate confirmed that enforcement is hindered by limited staffing, competing priorities, and political sensitivity around large-scale crackdowns.
- Many *boda boda* riders operate without valid licenses, reflective vests, or insurance despite legal requirements.

Low Helmet Use and Quality Concerns

- Hospital-based studies and consultations revealed poor helmet compliance and frequent use of low-quality, noncertified helmets, contributing to severe head injuries.
- Authorities identified cost, limited availability of certified helmets, and inadequate awareness as key barriers.

Fragmented Institutional Responsibilities

- The MoWT, KCCA, police, and local governments have overlapping mandates, resulting in inconsistent implementation of regulations.
- Stakeholders emphasized the need for a coordinated national framework to guide local enforcement and training.

Strength of Associations and Opportunity for Formalization

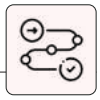
- Kampala's *boda boda* associations play a major role in self-regulation, membership tracking, and communication with authorities.
- Union leaders highlighted opportunities for structured training, licensing drives, and cooperative-based enforcement.

Data Limitations and Need for Integrated Systems

- Uganda lacks an integrated crash database, with police, hospitals, and insurance companies capturing data independently.
- This limits authorities' ability to conduct evidence-based planning and critical spot identification.

B. ROADMAP

[Clear Actions Based on Consultations]



1. **Strengthen enforcement capacity** by introducing motorcycle-focused traffic units, prioritizing high-risk corridors, and supporting KCCA enforcement with digital tools.
2. **Improve helmet compliance** through certified helmet distribution programs, targeted enforcement in urban centers, and awareness campaigns emphasizing fastening and helmet quality.
3. **Formalize the sector through cooperative structures** that support licensing drives, insurance enrollment, and peer monitoring.
4. **Introduce standardized rider training** with accredited curricula and mandatory refresher training linked to license renewal.
5. **Develop a unified national motorcycle safety framework** to harmonize roles across the MoWT, police, KCCA, and local governments.
6. **Create an integrated national crash and compliance database** to support hot spot mapping and data-driven interventions.
7. **Expand post-crash response improvements** through strengthened ambulance coordination and enhanced trauma-care reporting.

APPENDIX B.
List of Key Interviewed Stakeholders

Country	Institution / Organization	Name	Position / Title	Type of organization
Angola	ANDA Angola	Sergio Tati	Co-Founder & CEO	Private sector
Angola	National Land Transports Agency of Angola	Edilson Moreira	Representative / Official	Government
Benin	Centre National de Sécurité Routière (CNSR)	Koovy Yete	Representative	Government
Cameroon	Ministry of Transport	Dr. Mbamome Nkendong Divine	Director of Road Transport	Government
Ethiopia	Ministry of Transport and Logistics	Eyuel Bogale	Assistant Project Coordinator	Government
Kenya	ROAM Kenya	Johanna Hegenbart	Sustainability Lead	Private sector
Kenya	National Road Safety Authority	Andrew Kiplagat	Director of Road Safety	Government
Kenya	Directorate of Road Safety	Asumpta Lagat	Principal Road Safety Officer	Government
Kenya	Boda Boda Riders Association	Ken Onyango	Chairman	Association/ Cooperative
Kenya	National Boda Boda Association	Kevin Mubadi	Executive Chair	Association/ Cooperative
Kenya	National Police Service	Dr Fredrick Ochieng	Traffic Commandant	Government
Mozambique	National Institute of Road Transport (INATRO)	Dr. Agostino Amore	Official	Government
Mozambique	National Institute of Road Transport (INATRO)	Belzenia Matsimbe	Official	Government
Rwanda	City of Kigali	Vedaste Mazimpaka	Urban Transport Planning Analyst	Government
Rwanda	Rwanda Transport Development Agency (RTDA)	Hadelin Verjus	Road Development Safety Specialist	Government
Rwanda	Rwanda Transport Development Agency (RTDA)	Mwiseneza Maxime Marius	Acting Deputy Director General	Government
Rwanda	Health People Rwanda (HPR)	Pacifique Muyumba	Road Safety Project Coordinator	Nongovernmental organization / Civil society
Rwanda	Motorcycle Cooperative	Aloys Habiryayo	Representative	Association / Cooperative
Uganda	Kampala Boda Boda Association	Maweije Frank	Chairman	Association / Cooperative
Uganda	Kampala Boda Boda Association	Mutyaba Siraje	Vice Chairman	Association / Cooperative
Uganda	Uganda National Road Safety Council	Katunguka James	Senior Road Safety Officer	Government
Uganda	Uganda Police Traffic Department	SSP Betina Nalugo	Senior Police Officer	Government
n.a.	World Health Organization (WHO)	Binta Sako	Technical Officer	International
n.a.	World Bank / SSATP	Simon Saddier	Senior Urban Transport Specialist	International
n.a.	NZI (helmet manufacturer)	Juan Jose Bernat	CEO	Private sector

Note: n.a. = not applicable.

Guidelines for a Policy Framework to Enhance the Safety of Commercial Motorcyclists in African Countries

[SSATP Working Paper]