



FOUNDATION

SAFE AFRICAN HELMETS INITIATIVE



transaid

SUMMIT REPORT

NAIROBI
7-9 JULY 2025

NATIONAL
HELMET WEARING
COALITION



Acknowledgements

Transaid would like to thank delegates from all participating countries, and technical experts for taking part in Safe African Helmets Initiative (SAHI) Nairobi in July 2025 and for contributing to discussions with the objective of reducing the loss of life of motorcycle users throughout sub-Saharan Africa.

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1. Acronyms

AA	Automobile Association
ANOR	Agence des Normes et de la Qualité du Cameroun (National Standards Agency)
BBC	British Broadcasting Corporation
CNSR	Centre National de Sécurité Routière (National Road Safety Centre)
CSO	Civil Society Organisation
EAC	East African Community
FIA	Federation Internationale de l'Automobile
FIAF	FIA Foundation
KEBS	Kenya Bureau of Standards
LLC	Limited Liability Company
MAAK	Motorcycle Assembler's Association of Kenya
NGO	Non-Governmental Organisation
NTSA	National Transport and Safety Authority (Kenya)
PTW	Powered Two-Wheeler
RSIFS	Road Safety and Insurance Fund Service (Ethiopia)
SACCO	Savings and Credit Cooperative Organization (Motorcycle Cooperative)
SAHI	Safe African Helmets Initiative
SDG	Sustainable Development Goals
SSATP	Sub-Saharan African Transport Policy Program
UN	United Nations
UNEP	United Nations Environment Programme
UNRSF	United Nations Road Safety Fund
YOURS	Youth for Road Safety

2. SAHI Nairobi Attendees

AA Kenya
AA Nigeria
AA Rwanda
AA Uganda
Africa Union Commission
African Organisation for Standardisation
BBC Kenya
BH-Media Ltd
BladeDoc Network
BM Ltd
Boda Plus
Britam Insurance
Bureau d'Etudes, Expertises et Conseils en Automobile
Car and General
Diamond Defensive Driving Academy Ltd
Equitable Development or Safe and Inclusive Environments in Mobility (EDISE Mobility)
FIA Foundation
Galeatus LLC
Ghana Standards Authority
Global Alliance of NGOs for Road Safety
Global Health Advocacy Incubator
Global Road Safety Partnership
Healthy People Rwanda
Kenya Riders and Owners (KRO) Boda Boda SACCO
Kenya National Police Service
Land Transport Regulatory Authority of Tanzania
Laser International
Ministry of Infrastructure, Rwanda
Ministry of Infrastructure and Land and Air Transport, Senegal
Ministry of Works and Transport, Uganda
Motorcycle Assemblers Association of Kenya (MAAK)
MultiMedia University, Kenya
Nation Media Group
National Road Safety Authority, Ghana
National Road Safety Centre (CNSR), Benin
National Standard Agency (ANOR), Cameroon
National Transport and Safety Authority, Kenya
Rwanda Standards Board
Road Safety Insurance Fund Service, Ethiopia
Road Safety and Institutional Support, Ethiopia
Sub-Saharan African Transport Policy Program (SSATP)
Safe Way Right Way Uganda
Securoute Africa

Tanzanian Bureau of Standards
Transaid
Uber, Kenya
Uganda National Bureau of Standards
UN Environment Program
UN Road Safety Fund
Watu Credit
World Health Organisation
YOURS

3. Introduction and Background

The Safe African Helmets Initiative (SAHI), convened by the FIA Foundation, aims to address motorcycle safety in sub-Saharan Africa through providing a platform for sharing experiences, discussing challenges, and building consensus on the urgent need to combat the rise in deaths and serious injuries related to motorcycle crashes. Nairobi is the second city to host SAHI, and the first with Transaid as its host having worked to enhance motorcycle helmet safety in Kenya since 2021.

The inaugural SAHI summit took place in Kigali in December 2024, and brought together policymakers, road safety advocates, and technical experts from across Africa and beyond, with a focus on five countries – Ethiopia, Kenya, Rwanda, Tanzania and Uganda. SAHI Nairobi built on the progress made at both SAHI Kigali and at the 4th Global Ministerial Conference on Road Safety, which took place in Marrakech in February 2025. SAHI Nairobi welcomed delegates from nine countries with Benin, Cameroon, Ghana and Senegal adding their voices to this pan-African call to action.

Rapid growth within the motorcycle taxi industry continues through much of sub-Saharan Africa with a growing proportion of road traffic deaths and injuries being linked to motorcycle use. The use of commercial motorcycles continues to rise in popularity transporting passengers and goods in both rural and urban areas. This growth is nowhere more evident than in Kenya, our SAHI hosts for 2025.

Kenya's National Transport and Safety Authority (NTSA) reported an increase of almost half a million registered motorcycle taxis, known as *boda bodas*, between 2021 and 2024, with more than 2.4 million currently operating nationwide. Despite robust legislation which links to a national helmet standard (2012), challenges persist in enforcement, providing a strong case study from which other participating countries can learn.

A recent study conducted by Kenya's National Helmet Wearing Coalition showed that despite head injuries being a leading cause of death and serious injury amongst motorcycle crash victims, helmet use in greater Nairobi remains low, with the use of certified helmets assumed to be even lower. Observational studies revealed that 63% of riders wear helmets, and only 15% of pillion passengers. This same report identified the lack of data collection, enforcement of the national helmet standard and limited helmet testing capacity as key constraints to improving motorcycle safety in Kenya.

Many of these challenges are not unique to Kenya, highlighting the urgent need for action to address helmet safety with SAHI Nairobi providing a forum through which African countries can come together to take positive action to ensure that motorcycle users are protected.

4. Overview and Objectives of SAHI Nairobi 2025

SAHI Nairobi 2025, held from 7th to 9th July, brought together delegates from nine countries in sub-Saharan Africa as well as technical experts and development partners working in the motorcycle safety field. Participating countries are all experiencing a rise in motorcycle use and growing political support for their use for commercial purposes, including as taxis and courier services.

SAHI Nairobi draws on the insights and strategies developed during the inaugural session in Kigali, which identified the following common challenges:

- Limited access to reliable data
- Insufficient engagement with the private sector
- Financial barriers associated with adopting internationally recognised helmet standards.

With a strong emphasis on regional collaboration, both returning (from Kigali) and new participating countries will be supported in developing or advancing a country action plan.

SAHI Nairobi allowed time for participants to reflect on Rwanda's recent achievements. In 2024, Rwanda successfully adopted a global helmet standard and established Africa's first helmet testing laboratory¹. The summit also highlighted and celebrated Kenya's distinctive approaches and attitudes toward motorcycle safety, while also examining how its role as a coastal customs and logistics gateway for several landlocked countries could positively influence collective action, considering how reliant the region is on overseas helmet manufacturing.

Finally, the 4th Ministerial Conference on Road Safety, held in February 2025 and attended by SAHI members, has provided the SAHI with a renewed global mandate and a heightened sense of urgency to advance the road safety agenda across the continent. The Marrakech Declaration, published after the event, made several important commitments to Powered Two-Wheeler (PTW) safety, including a coordinated push to enhance and integrate motorcycle helmet standards into national transport policies.

¹ Recognised as the first laboratory to possess all the necessary equipment to validate and certify a national helmet standard, as required under the country's legislation.

5. Technical Panel Sessions

Building on the programme established in SAHI Kigali (2024) and drawing on input from regional governments and technical experts present, five panel sessions were held over three days to pose key questions and stimulate discussion. The panels focused on pressing issues, from helmet standards and testing to adoption and enforcement strategies, while allowing the Kenya as host, the opportunity to highlight its own unique context.

5.1 Panel 1: Reflections on Rwanda, Africa's first helmet testing laboratory and the need to replicate this initiative in other countries.

In December 2024, the Rwandan Standards Board launched a new helmet testing laboratory, the first in Africa with the capacity to test to the UN 22.05 global helmet standard. Against this backdrop, representatives from Ethiopia, Kenya, Rwanda, Tanzania and Uganda came together for the inaugural SAHI Summit to launch a call to action to address the rising number of deaths in Africa, linked to the use of motorcycles. This panel reflected on Rwanda's experience in the lead up to the launch of the helmet testing lab and deliberated on progress made since SAHI Kigali.

The panel was moderated by Rafaela Machado, Programmes Manager at the FIA Foundation.



Panel 1 participants: (from left to right) Nneka Henry (UN Road Safety Fund), Arnold Mato (Tanzanian Bureau of Standards), Janvier Twagirimana (Rwandan Ministry of Infrastructure), Marisela Ponce de Leon Valdes (SSATP), Terry Smith (Galleatus LLC).

The United Nations Road Safety Fund's (UNRSF) support for the Rwanda project focused on policy and regulatory change, an area where many countries need support to improve standards. Through partnering with FIAF and with support from Galleatus LLC, technical capacity was strengthened and the necessary processes were introduced in Rwanda, which will lead to improved helmets for riders in line with the UN/ECE 22.05² global helmet standard.

² United Nations Economic Commission for Europe, Regulation No. 22, Revision 05

There was recognition that the support from senior figures within the Rwandan government was a key component to this project's success, the Ministry of Infrastructure having embraced project ownership with the support of Rwandan NGO, Healthy People Rwanda. Rwanda recognises the important role that *moto taxis* play as a mode of public transport and the contribution this industry makes to the economy.

There is a lot of other countries can learn from Rwanda's example. Where standards do exist, many are outdated and have not been reviewed for many years, with their relevance further limited by insufficient testing capacity. One example is Tanzania's TZS 1478: 2013(E) helmet standard which has been in place for more than a decade. In Tanzania the legislation does not yet link to the national helmet standard.

The adoption of a new helmet standard requires careful consideration of where to source compliant helmets along with the impact on existing supply chains, including vendors who may have invested in stock that no longer meets new requirements. Similarly transitioning standards may encounter resistance, or delays without consideration and incentives for motorcycle riders unwilling to replace the helmets they already own. Finally, a reliance on imported helmets will incur additional costs possibly limiting adoption, underscoring the need to stimulate domestic manufacturing. This could be achieved by linking the helmet safety agenda with broader job creation and social development targets.

It is important to note that Rwanda's helmet testing lab should be seen as a resource for other countries in the region and therefore a country not having its own lab shouldn't inhibit positive action toward addressing helmet safety. In fact, given that most countries in the region have their own national helmet standard, perhaps one consideration should be the harmonisation of standards across the region, led by the East African Community (EAC). At the very least national standards should recognise other equivalent standards.

Key Takeaways

- ❖ Buy-in by senior national and inter-governmental political leaders is critical to success
- ❖ Promote collaboration between countries to share resources, supply chains and expertise
- ❖ Consider the benefits of regional harmonisation of helmet standards
- ❖ Ensure that impact is measured to equate action with the number of lives saved to further advocacy efforts
- ❖ Support local manufacturing of helmets as a way of ensuring the improved helmets remain affordable to motorcycle users.

5.2 Panel 2: Homologated helmet standards: the pathway from ideation to legislation.

From a point of view of long term improvements in road safety, it is the responsibility of policy makers to institute legislation aimed at reducing serious injuries and fatalities. Developing a

robust helmet standard and linking it to legislation, should be one of the first steps towards achieving this. This panel discussed some of the progress made in sub-Saharan Africa.

The panel was moderated by Oliva Nalwadda, the Africa Regional Coordinator at the FIA Foundation.



Panel 2 participants: (from left to right) Kingsley Domena (Ghana Standards Authority), Samuel Mporanzi (Rwanda Standards Board), Eyuel Bogale (Road Safety and Insurance Fund Service), Awa Sarr Ndeye (Laser International), Terry Smith (Galeatus LLC).

A key objective is for helmets to be certified by the national standards bureau and consistently conform to those standards. At the moment, approximately 150 million helmets are produced every year, 80-90 million of which enter Africa. Many of these helmets enter without being tested against the national standard so the goal should be to strengthen this process and bring confidence to the consumer that when they purchase a helmet, they are purchasing a certified helmet.

Ghana is currently moving towards legalising the use of two-and-three wheelers for commercial purposes, including motorcycle taxis or *okadas* and are developing a national helmet standard. Currently the law states that riders must wear a certified helmet, however, and there is an acknowledged over-reliance on imported second-hand helmets, hence the urgent need to put a national standard in place. It is expected that Ghana will adopt an international standard which is relevant to context also bearing in mind affordability for the riders. Similarly, Senegal is seeing a sharp rise in young people using motorcycles and recognises the need for standardised helmets.

Ethiopia developed a national standard in 2024 which links to its legislation on helmet use and is now trying to address some of the enforcement challenges, not least making sure all helmets in circulation conform to the national standard. Lack of helmet testing capacity as well as limited awareness around helmet standards both within government and amongst the general public, are seen as the biggest challenges to achieving this, along with the fact that the majority of commercial motorcycles are located in smaller towns and rural areas.

In Rwanda, where enforcement of helmet use is widely seen as a success with 99% compliance rate, government commitment, clear rules on the commercial use of motorcycles, the mandatory distribution of two helmets with every motorcycle sold and the fact that motorcycle taxi riders must belong to a cooperative, are all elements which have contributed to this success. The recent adoption of the UN/ECE 22.05 standard was a recognition that despite high levels of compliance, there were still many injuries linked to motorcycle use.

The move to adopt UN/ECE 22.05 was followed up by a ban on the import of non-compliant helmets in January 2025 as Rwanda tries to ensure that all new helmets sold are certified. Ensuring that certified helmets remain affordable for riders is expected to be a key challenge going forward.

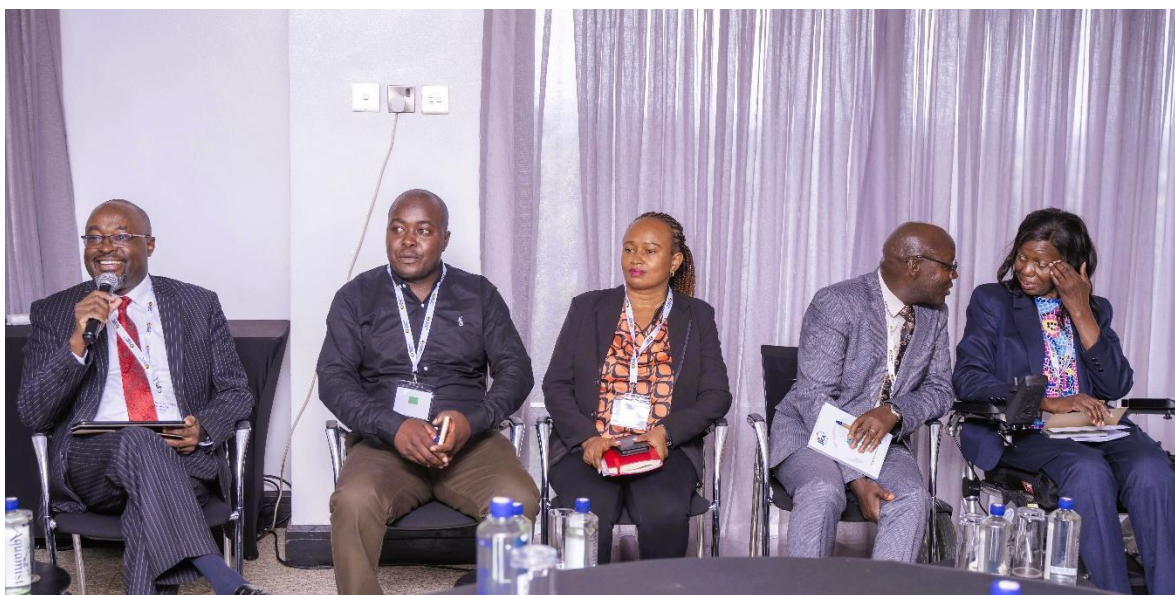
Key Takeaways

- ❖ It is critical that countries adopt helmet standards, and that the standard links to legislation around helmet use
- ❖ Having a helmet standard in place must be backed up by effective enforcement
- ❖ Standards Agencies should consider the impact of helmet standards on helmet affordability.

5.3 Panel 3: The Kenyan model: The role of the Coalition and boda boda Savings and Credit Cooperative Organisations (SACCO) in advocacy and enforcement efforts.

Launched in 2021, Kenya's National Helmet Wearing Coalition is a multi-sectoral group of key stakeholders advocating for improved motorcycle safety in Kenya and promoting a more collaborative approach to achieving this. It represents a model relevant to context and a potential solution to involving multiple sectors in achieving a common goal. With the support of the FIA Foundation, the model has since been replicated in Mexico and Jamaica. This panel focused on the Kenyan Coalition's successes and challenges since its inception.

The panel was moderated by Grace Wahome of Transaid.



Panel 3 participants: (from left to right) Timothy Keli (AA Kenya), Elly Kegode (KRO Boda Boda SACCO), Lydia Mwaniki (Diamond Defensive Driver Training School), Dr Andrew Kiplagat (National Transport and Safety Authority), Bright Oywaya (Global Road Safety Partnership).

Kenya's National Helmet Wearing Coalition has brought together diverse expertise, experience, and perspectives, building a strong understanding of context and the complexity of issues related to improved motorcycle safety. It is clear that a solution cannot be implemented without greater collaboration between representatives of different sectors.

In recent years a mandatory requirement has been introduced in Kenya whereby all riders of commercial motorcycle taxis or *boda bodas* must be registered with a SACCO (boda boda association). As well as supporting compliance within the sector, greater organisation within the sector has made it easier to consult with and involve the voices of the riders themselves. In this way, the Coalition has worked with a number of SACCOs examining the potential role that they can play in improving access to quality helmets, as well as rider training for their members.

The involvement of Civil Society Organisations (CSOs) and Non-Governmental Organisations (NGO) has been critical to the momentum of the Coalition going forward with many of the CSOs directly involved in working with boda boda riders to provide training, and many cases are able to extend this support to riders based in harder to reach locations. Their expertise and experience are valuable assets to any coalition as is their ability to hold other parties to account.

Key considerations when it comes to setting up a coalition would be to have a clear strategic goal and ensure this is realistic. Inevitably different coalition members come with different agendas but despite this, it's important to emphasise a unified goal, which in the case of Kenya's Coalition is to end the loss of life and serious injuries on Kenya's roads linked to motorcycle crashes. It is important to understand that there is more than one way to run a successful coalition. At the national level, what works for one country might not work for another. As a guiding principle, end-user needs should remain central to any coalition's mandate and processes.

Key Takeaways

- ❖ Coalitions should encourage collaboration and therefore should involve stakeholders from multiple sectors
- ❖ Motorcycle users must remain at the centre of the Coalition's work and serve as a unifying focus for members across different sectors
- ❖ There is no 'one size fits all' way to establishing a coalition
- ❖ Consider strategies to ensure that the coalition is sustainable and long-lasting.

5.4 Panel 4: Enabling private sector involvement in efforts to improve road safety.

The private sector plays a critical role in providing support to the commercial motorcycle taxi industry. In recent years, the road safety community has placed greater emphasis on exploring ways to leverage financing for road safety initiatives from the private sector if we are to meet the objectives set by the Sustainable Development Goals (SDG) and the UN Decade of Action on Road Safety. This panel explored where private sector stakeholders see themselves in terms of contributing to motorcycle safety objectives specific to Kenya.

This panel was moderated by Sam Clark, Head of Programmes at Transaid.



Panel 4 participants: (from left to right) Joyleen Lubanga (Motorcycle Assemblers Association of Kenya), Peris Obiero (Britam Insurance), Levi Muchai (Uber Kenya), Mehetabel Mwashighadi (Watu Credit).

The summit was reminded that private sector stakeholders have an important role to play in helping promote motorcycle safety as employers, manufacturers, retailers, and providers of credit and insurance. Panellists emphasised that it was in their interest to help protect their customer base, in this case motorcycle users and therefore have a responsibility to do so. Each panellist highlighted some of the good work that they are doing in this respect.

Recent efforts by the Kenyan National Helmet Coalition have seen private sector engagement strengthen with an increased attendance at Coalition meetings since a private sector workshop held in April 2024. Stopping short of announcing commitments at the SAHI summit, panellists

agreed with the consensus at SAHI Nairobi that helmet standards and strong enforcement are critical to saving lives on Kenya's roads.

Key Takeaways

- ❖ Engaging with associations such as the Motorcycle Assemblers Association of Kenya (MAAK) is a more effective way of reaching multiple private sector stakeholders
- ❖ Greater use of initiatives to incentivise safe practises amongst riders would save lives.

5.5 Panel 5: Harnessing local media to deliver effective advocacy and further the road safety agenda.

The media plays a crucial role in raising awareness on key issues such as helmet safety by informing the public about key risks, promoting safe practices, influencing behaviour change and holding policy makers to account. Media campaigns can reach large proportions of the population which other sectors have difficulty engaging. This panel provided important guidance on working with the media to accurately capture and disseminate key messages, with a specific focus on Kenya.

This panel was moderated by Kate Turner, Media and Advocacy Manager at the FIA Foundation.



Panel 5 participants: (from left to right) Elvis Ondieki (Nation Media Group), Crystal Kiragu (NTSA), Dorcas Wangira (BBC Kenya), Edgar Meshack (BH Media).

Reference was made to concerns felt by many that local media headlines are often intended to create shock amongst readers and then quickly move on to another topic. Crashes that result in multiple deaths are far more likely to get the media's attention – "if it bleeds it leads". In some respects, the media has contributed to the negative narrative surrounding boda boda riders and has often perpetuated this discourse unfairly, stigmatizing riders and tarnishing their profession. Many believe that we should stop castigating riders and start engaging with them more constructively.

The relationship between government and the media is important, with agencies such as the NTSA using the media as an important channel to communicate with the population. ‘Usalama Barabarani’ is one an example of a one such campaign run by NTSA which tries to promote awareness about the importance of wearing a helmet. The NTSA’s *Boda Ni Life* campaign aims to shift the narrative on boda boda riders by touching more on their personal lives.

It was suggested that responsible reporting should be data driven. For example, when the number of crashes is high, the media’s voice on this issue should be louder. Ideas such as a national road safety media fund are supported by some, to provide training to journalists on the most effective ways of reporting road safety incidents.

When designing a campaign, the first consideration should be which format - radio, print, or online - best conveys the story or message you are trying to communicate. What do you want to achieve by getting your story out there? Can it be backed up with context and data to understand scale? Is the subject matter something that the journalist can return to later on to check in on progress creating a story arch? Ultimately, accuracy builds trust which is what the media are looking for in terms of building up their audience numbers.

Key Takeaways

- ❖ Recognise and leverage the link between promoting a positive narrative around boda boda riders and improving their welfare, as a way to enhance road safety
- ❖ Think about how to package the message appropriately – ‘inform and transform’
- ❖ Use project reports and research to get the media’s attention
- ❖ Think about which format suits your story the best and will reach the target audience
- ❖ Take into account changes within media and the growth of the ‘influencer’.

5.6 Panel 6: Innovative enforcement and its contribution to helmet safety.

In a context where in many countries, helmet prevalence is low amongst riders despite helmet use being a requirement by law, enforcement to improve compliance within the commercial motorcycle industry is a challenge not least due to limited resources. This panel looked at some of the good work being done by enforcement agencies in challenging circumstances, and potential innovations to improve the effectiveness of enforcement given the existing constraints.

This panel was moderated by Bright Oywaya of Global Road Safety Partnership (GRSP).



Panel 6 participants: (from left to right) Boniface Otieno (National Police Service), Ariel Sacramento (Benin's National Road Safety Centre), Artur Zawadzki (Global Road Safety Partnership), Bright Oywaya (Global Road Safety Partnership).

In Kenya, at the county level efforts to strengthen enforcement involve working closely with the Nairobi County Transport and Safety Committee which sits within the Nairobi County Government. All 47 county governments have transport and safety committees which is thought to be a useful mechanism through which to improve road safety related enforcement. Sitting under this committee in Nairobi County is a designated boda boda enforcement team which is working with members seconded from the National Police Service to build their capacity. In addition, these efforts extend to the role that SACCOs can play in improving the compliance of their rider members, with all commercial motorcycle taxi riders legally required to join a SACCO. There was also considerable support for improving helmet testing capacity in Kenya.

Amidst challenges to enforce the use of helmets in Benin, which first became a requirement in 1972, a presidential decree communicating zero tolerance of riders not wearing helmets in 2022 saw compliance increase from 30% to 90% of riders despite fines for non-compliance being reduced from \$20 to \$10. There are still issues of non-compliance outside of the larger cities which the government is working to improve. This success is attributed to strong law enforcement, education campaigns, effective community engagement and a strategic use of media.

In general, countries which achieve success usually have a lead road safety agency made up of multiple stakeholders. This promotes a move away from working in siloes which is often counter-productive and a waste of resources. Too often enforcement is reactive to events or periods where we see spikes in the number of road traffic fatalities. This lack of consistency runs counter to the fact that people need to know when they are doing something wrong, and that if they do, their actions will be met with enforcement and consequence.

There was also emphasis on the importance of data driven enforcement given that the police will always be under-resourced. The correct use of data facilitates the strategic deployment of limited police resources to locations where they are most needed.

Key Takeaways

- ❖ Devolution of enforcement responsibilities to counties and SACCOs can be an effective way to optimise the use of limited resources
- ❖ Support from senior political figures can be a catalyst to rapid positive change
- ❖ Collaboration between key stakeholders is key
- ❖ A consistent level of enforcement can drive behaviour change
- ❖ Data can optimise effectiveness where resources are limited.

5.7 Panel 7: Understanding the challenges faced by boda boda riders in Kenya.

The day to day challenges faced by motorcycle riders are often complex and undermine their ability to comply with road safety legislation. The role that SACCOs play in supporting compliance as well as championing the welfare of riders is gaining considerable support in Kenya. This panel brought together riders from several SACCOs in Nairobi to share some of their experiences of riding boda bodas on Nairobi's roads.

This panel was moderated by Lydia Mwaniki, a trainer from Diamond Defensive Driving School.



Panel 7 participants: (from left to right) Asbon Amayi, Elly Kegode, Moses Mkabane, Andrew Benson, Veronicah Wanjira, Sophia Yusuf, George Nganga.

Women boda boda riders point to a tough working environment from their perspective, one where men are not welcoming to women in their ranks seeing them as competition for their business. It was suggested that women-only stages could be considered as a way of creating a more supportive environment. Many women riders experience heavy social pressure, as their work is often viewed negatively in a male-dominated environment. The demanding conditions and stigma associated with riding can put strain on family relationships and lead to isolation from partners or relatives.

In many cases women have found their own niche within the industry with women often being preferred to men, when it comes to transporting children to school. This also frees women up in

the middle of the day to carry out other tasks. Other women report wanting to become boda boda riders, despite the challenges, because being their own boss gives them the flexibility to work the hours that they want to work.

One rider delivered a moving account of a crash which resulted in the amputation of his leg. He was hit by a minibus or *matatu* overtaking a vehicle coming in the opposite direction. It left him with considerable healthcare costs and unable to work as a boda boda rider for more than a year-and-a-half. Despite now having a prosthetic limb he is still unable to work for long hours on the motorcycle and has therefore been supported by his SACCO to open a salon in Kibera.

Education on wearing helmets is reported to be one of the biggest challenges. Not enough riders take their own safety seriously enough. Those that do wear helmets chose the cheapest option purely to be seen to be wearing a helmet and thus in compliance with the law, however these helmets are often counterfeit and provide little protection to the riders.

SACCO's have become a lifeline for many riders. KRO SACCO in Kibera now has a registered rider training school and employs an experienced trainer for the benefit of its members. New and existing riders are given the knowledge, skills and support they need to apply for a licence with the NTSA. SACCOs present an increasingly effective way of working directly with riders to ensure that they take their safety and the safety of other road users seriously.

The law in Kenya states that it is the rider's responsibility to provide a helmet for the passenger to use. However, it was highlighted that most passengers do not want to use a helmet for various reasons including hairstyles, heat and hygiene in cases where a helmet is shared. It is often suggested that riders should refuse to transport passengers who refuse to wear a helmet, however with most riders earning less than \$10 per day before fuel and repairs, it is difficult to refuse custom.

Key Takeaways

- ❖ Working in this industry is particularly challenging for women who could do with more support with growing numbers entering this profession
- ❖ Riders want to be safe on the whole but struggle with the affordability and quality of available protective gear
- ❖ SACCOs have the potential to provide an increasingly important role in improving compliance but also supporting the welfare of riders
- ❖ More can be done to promote private helmet ownership and use amongst boda boda users.

6. Breakout Sessions: Global Café

The Global Café is designed to provide a space which focuses on collaboration and knowledge sharing. In this case, mixed groups of SAHI participants spent an allocated amount of time in one of four discussion groups, before moving on to the next group. This allows for smaller groups and ensures that all participants are able to share their ideas and opinions in all four groups. The topic of discussion in each of the four groups related to priority areas for action previously identified by SAHI Kigali participating countries. These four priority areas included:

- ❖ Data collection
- ❖ Enforcement
- ❖ Helmet testing
- ❖ Advocacy and awareness.

The main objective of the breakout sessions, held on Day 2 (Tuesday, July 8th, 2025) was to provide a more open forum, led by some of SAHI's technical experts

6.1 Breakout session 1: Data collection.

Some of the challenges relate to limited data sharing as a result of working in siloes. Inconsistency in the methodologies used, the way the data is validated and incompatible systems results in fragmentation in the absence of a centralised data source. In addition, data collected is frequently incomplete and there is a lack of disaggregated data, which in part can be attributed to a lack of capacity and the slow adoption of technology.

There was broad agreement for the need for a centralised, integrated, more standardised platform and an understanding that this would require greater collaboration between government ministries, agencies and departments. By leveraging existing expertise within professional communities, we can develop data collection systems that are fit for purpose, supported by a robust governance framework and clear data collection policies that follow best practices in data protection, while maintaining convenient access to the data.

The use of artificial intelligence could support this objective and the bureau of statistics would provide a logical home for the proposed centralised database, all of which would require a committed budget allocation backed up by a comprehensive package of capacity building.

6.2 Breakout session 2: Enforcement.

In a context where enforcement agencies find themselves under-resourced despite increasingly complex responsibilities, the need for accurate, relevant data becomes critical in order to inform the strategic deployment of said limited resources. The use of technologies such as artificial intelligence has an important role to play in implementing greater efficiency to enforcing legislation, however the limited availability of equipment for enforcement agencies highlights the need for increased investment and dedicated budgets.

Reference to high level political support to zero tolerance policies is an important driver of change as we have seen where countries such as Benin and Rwanda have had considerable success in enforcing compliance in the commercial motorcycle industry. However, some countries have seen politicians and government officials co-opt motorcycle taxi riders during general elections compromising the consistency of road safety messaging.

A lack of detailed understanding of the legislation and its implications is common, the most obvious example relating to helmet standards and how officers can differentiate between counterfeit and certified helmet use. This is solved by the provision of training from technical experts.

Punitive action and penalties and the way these are implemented present a challenge but also a potential opportunity. Corruption must be considered an obstacle to achieving effective enforcement whether it be to increase salaries or to avoid unnecessary bureaucracy. Both factors may require reform if bribery is to be prevented.

Finally, the introduction of the mandatory registration of commercial motorcycle riders with rider associations or cooperatives presents a strong opportunity to bring order to the sector and address some of the gaps in enforcement by shifting a degree of responsibility to the associations themselves for compliance or non-compliance by their members. This partial shift in responsibility must also be reflected in the regulatory framework.

6.3 Breakout session 3: Helmet testing.

The obvious proliferation of counterfeit helmets in countries where a helmet standard exists, is indicative of a shortfall in terms of helmet testing capacity. For this reason, there is overwhelming support for establishing helmet testing labs in many of the participating countries.

This requires funding with many donors pushing an agenda which requires the recipient to adopt a global standard such as UN/ECE 22.05 or 22.06³. A thorough understanding of the implications of adopting a global standard instead of a national one must consider several factors. These include the cost to riders for helmets built to a particular standard and in-country capacity to manufacture such helmets. Implementing a domestic standard and promoting local manufacturing can generate employment opportunities, which can partially help reduce the cost of helmets for consumers

A knowledge of homologation procedures is essential to ensuring the quality of the helmets entering the market in a given country, the technical capacity to operate testing equipment and a firm commitment to ensuring that helmets which fail tests are forbidden from entering the market at all costs. This must also be backed up by thorough market surveillance and punitive measures for offenders.

It may be that the most cost-effective way forward would be to establish regional testing laboratories. Many of the helmets entering East Africa, countries such as Uganda, the

³ United Nations Economic Commission for Europe, Regulation No. 22, Revision 06

Democratic Republic of Congo and South Sudan, enter Kenya from outside at Mombasa port with cargos then travelling along the northern corridor to their destination countries. Therefore in theory, a helmet testing lab located in Kenya could have wider benefits to the quality of helmets regionally through collaborative use of the aforementioned lab.

6.4 Breakout session 4: Advocacy and awareness.

An effective advocacy and awareness strategy requires research based on reliable data which links back to the importance of strengthening data collection which has been mentioned previously. In the absence of a centralised national database, crash data and hospital records remain crucial sources of information. Research then provides a means to identify policy gaps and recommend appropriate actions.

An obvious target for advocacy efforts is the government which regularly lacks the in-house capacity to conduct research and is therefore reliant on the efforts of research institutions and civil society organizations. Efforts to raise awareness or advocate for a cause are not only effective with the general public but can also have a strong impact when directed at the private sector, labour unions, bodies of association, and donors. By engaging these groups, awareness campaigns can encourage positive changes in behaviour across both organisations and individuals.

Thorough stakeholder mapping is required to identify the different roles that different government ministries and agencies perform recognising that broader terms such as the private sector, include a myriad of different key stakeholders each performing very different roles. Manufacturers, retailers, insurance companies, credit providers, employers all have a critical influence on safety within the commercial motorcycle industry.

Tools through which to communicate messaging are an equally important consideration. Suggestions included greater emphasis on road safety in the school curriculum and the use of social media platforms as well as more traditional media outlets as a means of influencing different audiences.

7. Participant Country Action Planning

A core objective of the SAHI movement is to provide participants with the knowledge, tools and structure needed to implement real change within their own countries. The Summit provided a valuable platform to engage directly with technical experts and institutional leaders, and to explore how those resources can support sustainable, long-term reform. During the event, participants worked together to develop practical strategic action plans focused on advancing the standardisation, adoption and enforcement of national helmet standards. These efforts are expected to make a significant contribution toward saving lives on Africa's roads.

The individual action plans developed by each country are included here.

7.1. ACTION PLAN : BENIN

PRIORITY AREA : LEGISLATION STANDARD

STAKEHOLDERS	MILESTONE	INDICATORS(S) AND VERIFICATION	TIMELINE
Responsible : <ul style="list-style-type: none"> Ministry of Transport (MCVT) Ministry of Commerce 	<ul style="list-style-type: none"> Workshop N-1 of the Technical Committee for Standardisation "Transport and Road Safety" on the review of existing standards regarding the quality of helmets for motorcyclists Workshop N-2 of the Technical Committee for Standardisation "Transport and Road Safety" on the adoption of the draft standard on helmets for motorcyclists. 	1. Review and adoption workshop organized.	August 2025
Accountable <ul style="list-style-type: none"> Centre National de Sécurité Routière Directorate of Land and Air Transport National Agency for Standardisation, Metrology and Quality Control Technical committee for standardisation (Transport and Road Safety) 		Source of verification 1: <ol style="list-style-type: none"> Workshop reports Draft standard adopted. 	
Consulted <ul style="list-style-type: none"> National Council for Standardisation, Metrology and Quality Control Representatives of the central power (Prefects) Decentralised local authorities (Mayors and Communal Councillors) Chamber of Commerce and Industry Biker Federation National Federation of Road Safety Organizations National Land Transport Agency General Directorate of the Republican Police 	<ul style="list-style-type: none"> Public inquiry in view of the proposed standard's amendment (start of promoting adherence to the standard) Organisation of two (2) public sessions to collect comments Organisation of two (2) sessions to review the observations collected (one for those received online and one for those collected during in-person public sessions) 	Indicators: <ol style="list-style-type: none"> Public inquiry communiqué (website; written press, audio-visual; social networks) Number of public comment-gathering sessions Number of review sessions of the observations collected Press release on the publication of public survey results (website; written press, audio-visual; social networks) 	November 2025

STAKEHOLDERS	MILESTONE	INDICATORS(S) AND VERIFICATION	TIMELINE
<ul style="list-style-type: none"> Consumer associations. 	<ul style="list-style-type: none"> Publication of survey results (comments and responses) Session of approval of the standard by the National Standardisation Council, Metrology and <i>Quality Control (CNM)</i> Publication of the standard in the official journal National campaigns to popularise the standard (NGOs, motorcycle dealers; Companies selling helmets and motorcycle accessories, motorcycle taxi syndicates (Zémidjan); Populations, etc. 	<ol style="list-style-type: none"> Workshop for the approval of the standard by the National Standardisation Council, Metrology and <i>Quality Control (CNM)</i> Publication of the standard in the official journal Number of national extension campaigns organised. <p>Sources of verification:</p> <ol style="list-style-type: none"> Dissemination report of the Public Inquiry Communiqué by the different solicited platforms Reports of public meetings to collect observations Reports of review sessions of the observations collected Report on the dissemination of public survey results by the various platforms involved Report of the workshop for the approval of the standard by the National Standards Council, Metrology and Quality Control (CNM) Copy of the official publication journal of the standard Reports of the national extension campaigns carried out. 	

7.2. ACTION PLAN : CAMEROON

PRIORITY AREA N° 1 : FORMAL TRAINING OF POLICE (INCL. GENDARMES IN RURAL AREAS, POLICE IN URBAN AREAS)

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> Ministry of Transport Police (gendarmes and police) Local mayors (in each district) 	<ul style="list-style-type: none"> Establish a training manual for police and gendarmes (incl. municipal police) 	<ol style="list-style-type: none"> Number of editions of the manual Appointment of focal person. 	<ul style="list-style-type: none"> 3 months
Accountable: <ul style="list-style-type: none"> Ministry of Transport SED (MINDEF) DGSN Mayors 			
Consulted: <ul style="list-style-type: none"> Ministry of Transport SED and DGSN Ecole de Police Ecole de Gendarmes 	<ul style="list-style-type: none"> Police and gendarmes have strong skills on: <ul style="list-style-type: none"> Helmet use and standard Legislation Penalties. 	<ol style="list-style-type: none"> Number of training sessions for trainers Number of trainers trained Delivery of training for head of police and gendarmes. 	<ul style="list-style-type: none"> 2 months 1 month
Informed: <ul style="list-style-type: none"> CONAROUTE SED and DGSN RIDDFR MINAT Ministry of Transport Mayors 			

PRIORITY AREA N° 2 : PUBLIC AWARENESS CAMPAIGN (PASSENGERS AND RIDERS OF BENDSKINS)

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> Ministry of Transport Rider syndicates & passengers and riders Road Safety NGOs Mayors 	<ul style="list-style-type: none"> Strategy Communication plan Action plan. 	<ol style="list-style-type: none"> Report of preparation of campaign and tools Media reports Tools for campaign <ol style="list-style-type: none"> Flyers Radio spots Video for TV Banners Flying banners Social media. 	<ul style="list-style-type: none"> 2 months
Accountable: <ul style="list-style-type: none"> Rider Syndicate leaders Ministries of Transport and Health Mayors Parliamentary Road Safety Network 			
Consulted: <ul style="list-style-type: none"> ANOR Media National Gendarmerie and Police Rider Syndicates Mayors COALIRROUTE Academia 	<ul style="list-style-type: none"> Riders and passengers informed of the importance of wearing helmets. 	<ol style="list-style-type: none"> Reports Number of riders passengers reached Number of campaigns Number of materials developed Number of helmet wearing councils. 	<ul style="list-style-type: none"> 6 months 1 month
Informed: <ul style="list-style-type: none"> Rider and passengers Academia & Road Safety NGOs Mayors and Parliament Religious & Traditional rulers ANOR (helmet and motorcycle retailers) 			

7.3. ACTION PLAN : ETHIOPIA

PRIORITY AREA N° 1 : DOMESTIC TESTING

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> Ethiopian Conformity Assessment Enterprise (ECAE) Ministry of Transport and Logistics Ministry of Trade and Regional Integration Ministry of Finance 	<ul style="list-style-type: none"> Political endorsement – decision Incorporating in the new National Safety/Quality Assurance Strategy Assignment of agencies Budgeting Implementation. 	<ol style="list-style-type: none"> Task Force formation Budgeting – development of business case Feasibility study (financial) Stakeholder consultation Meeting with development partners Inclusion in periodical work plan. 	<ul style="list-style-type: none"> Q1 – 2025 Q1 – 2025 Q2 – 2025 Q3 – 2025 Q3 – 2025 Q3 – 2025.
Accountable: <ul style="list-style-type: none"> ECAE MoF MoTL MoTRI 			
Consulted: <ul style="list-style-type: none"> NGOs and CS Importers Development partners 			
Informed: <ul style="list-style-type: none"> Public Enforcement agencies Importers 			

PRIORITY AREA N° 2 : COMMUNICATION AND STANDARDS

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> ▪ MoTL - IES ▪ ECAE ▪ Media ▪ MoTRI 	<ul style="list-style-type: none"> ▪ Awareness raised ▪ Compliance increased. 	<ol style="list-style-type: none"> 1. Development of communication plan 2. Mobilisation of resources 3. Market segmentation 4. Engagement of importers 5. Certification from recognised agency 6. Involvement of MoTRI. 	<ul style="list-style-type: none"> ▪ Q2 – 2025 ▪ Q3 – 2025 ▪ Q3 – 2025 ▪ Q3 – 2025 ▪ Q2 – 2025 ▪ Q3 – 2025.
Accountable: <ul style="list-style-type: none"> ▪ Institute of Ethiopian Standards ▪ ECAE ▪ MoTRI 			
Consulted: <ul style="list-style-type: none"> ▪ Media/mainstream ▪ Importers ▪ Development partners 			
Informed: <ul style="list-style-type: none"> ▪ Importers 			

PRIORITY AREA N° 3 : PUBLIC AWARENESS AND TRAINING

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> ▪ IES ▪ ECAE ▪ MoTL ▪ MoTRI ▪ Police 	<ul style="list-style-type: none"> ▪ Delivery of training for police ▪ Public awareness campaign ▪ Full engagement of regulators ▪ Full compliance/enforcement. 	<ol style="list-style-type: none"> 1. Development of awareness creation strategy 2. Development of training manual and SOPs 3. Inclusion of this issue in the annual/periodical plan. 	<ul style="list-style-type: none"> ▪ Q2 – 2025 ▪ Q2 – 2025 ▪ Q3 – 2025.
Accountable: <ul style="list-style-type: none"> ▪ IES ▪ ECAE ▪ MoTL ▪ MoTRI ▪ Police 			
Consulted: <ul style="list-style-type: none"> ▪ Community Leaders ▪ Media ▪ Development partners ▪ NGOs 			
Informed:			

7.4. ACTION PLAN : GHANA

PRIORITY AREA N° 1 : ACCURATE DATA ON CURRENT HELMET USAGE

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> ▪ DVLA ▪ NRSA ▪ Rider Associations ▪ Ghana Standards Authority ▪ Ghana Health Service ▪ Ghana Police (MTTD) ▪ Youth Employment Agency ▪ BRRI ▪ National Insurance Commission 	<ul style="list-style-type: none"> ▪ Digital central database with live date on helmet usage. 	1. Functioning live helmet usage database.	<ul style="list-style-type: none"> ▪ December 2028
Accountable: <ul style="list-style-type: none"> ▪ NRSA 			
Consulted: <ul style="list-style-type: none"> ▪ CSOs ▪ NGOs ▪ Riders 	<ul style="list-style-type: none"> ▪ Ownership and management of the helmet usage database by the NRSA. 	1. Financing of helmet usage database 2. Preparation and presentation of budget.	<ul style="list-style-type: none"> ▪ January 2026 ▪ November 2025.
Informed: <ul style="list-style-type: none"> ▪ Riders, Manufacturers, Importers, Insurance Companies, Ministry of Health, Ministry of Finance, Ministry of Transport 			

PRIORITY AREA N° 2 : DEMONSTRATIVE ACTION TOWARDS INSTALLING A HELMET TESTING LAB

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> ▪ Ghana Standards Authority ▪ Ministry of Finance ▪ Ministry of Trade and Industry ▪ Ministry of Transport (NRSA, DVLA) 	<ul style="list-style-type: none"> ▪ Secure funding for the testing lab. 	1. Funding secured.	<ul style="list-style-type: none"> ▪ July 2028.
Accountable: <ul style="list-style-type: none"> ▪ Ghana Standards Authority 			
Consulted: <ul style="list-style-type: none"> ▪ FIAF (Terry Smith) ▪ Abovementioned ministries ▪ Rider Associations ▪ Manufacturers, importers, suppliers ▪ Parliament select committee on roads and transport ▪ Conformity Assessment bodies 	<ul style="list-style-type: none"> ▪ Set up and installation of testing lab. 	1. Lab is operational (equipment installed, staff trained).	<ul style="list-style-type: none"> ▪ July 2029.
Informed: <ul style="list-style-type: none"> ▪ Manufacturers, importers, suppliers ▪ Certification bodies ▪ Conformity assessment bodies ▪ CSOs, NGO, rider associations 			

7.5. ACTION PLAN : KENYA

PRIORITY AREA N° 1 : DATA ON HELMET USE

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> Ministry of Interior Ministry of Roads and Transport Ministry of Health 	<ul style="list-style-type: none"> Gaps in data being collected at crash sites identified. 	1. Gap analysis report with recommendations.	<ul style="list-style-type: none"> June 2025.
Accountable: <ul style="list-style-type: none"> National Police Service NTSA Ministry of Health CoG 			
Consulted: <ul style="list-style-type: none"> Research institutions Health facilities Universities 	<ul style="list-style-type: none"> Enhance data collection tool to include data on helmets Capacity in data collection enhanced. 	1. Data collection tool finalised and adopted 2. Number of technical people trained.	<ul style="list-style-type: none"> September 2025.
Informed: <ul style="list-style-type: none"> Policy makers General public 			

PRIORITY AREA N° 2 : HELMET STANDARD ENFORCEMENT

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> Ministry of Roads and Transport Ministry of Interior Ministry of Industrialization 	<ul style="list-style-type: none"> Resources for helmet testing lab mobilised. 	<ol style="list-style-type: none"> Budget commitment Helmet lab space allocated Technical staff to be trained identified. 	<ul style="list-style-type: none"> June 2025.
Accountable: <ul style="list-style-type: none"> NTSA KEBS National Police Service (NPS) 			
Consulted: <ul style="list-style-type: none"> Helmet market players 	<ul style="list-style-type: none"> Human capacity built Training of trainers. 	<ol style="list-style-type: none"> No. of technical staff trained. 	<ul style="list-style-type: none"> December 2025.
Informed: <ul style="list-style-type: none"> Boda boda industry <p>Incl. SACCOs; Associations; manufacturers, general public</p>			

7.6. ACTION PLAN : RWANDA

PRIORITY AREA N° 1 : HELMET SUPPLY CHAIN

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> ▪ MININFRA ▪ RSB ▪ RICA 	<ul style="list-style-type: none"> ▪ Development of helmet importation restriction policy. 	1. Approval and published.	<ul style="list-style-type: none"> ▪ Q4 2025.
Accountable: <ul style="list-style-type: none"> ▪ MININFRA ▪ RICA ▪ RNP ▪ RURA ▪ RCA 			
Consulted: <ul style="list-style-type: none"> ▪ NGOs ▪ Development Partners 	<ul style="list-style-type: none"> ▪ Establishing helmet import monitoring system and inventory inspection. 	1. RICA and RSB helmet standards report.	<ul style="list-style-type: none"> ▪ Q2 2026.
Informed: <ul style="list-style-type: none"> ▪ General public ▪ Importers ▪ RICA ▪ RCA 			

PRIORITY AREA N° 2 : DATA

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> ▪ Rwanda National Police ▪ Rwanda Biomedical Centre ▪ MINISANTE 	<ul style="list-style-type: none"> ▪ Gaps in data bring collected at crash sites identified ▪ Established database. 	<ol style="list-style-type: none"> 1. Number of injuries recorded (hospital records, RBC) 2. RNP crash report. 	<ul style="list-style-type: none"> ▪ 2026-2028.
Accountable: <ul style="list-style-type: none"> ▪ RBC and Hospital ▪ RNP 			
Consulted: <ul style="list-style-type: none"> ▪ NGOs ▪ Hospitals ▪ Policymakers 	<ul style="list-style-type: none"> ▪ Data accessibility to bridge gap in research ▪ Operationalise the enhanced data collection tool. 	<ol style="list-style-type: none"> 1. Published data reports. 	<ul style="list-style-type: none"> ▪ 2026-2028 ▪ 2026-2028.
Informed: <ul style="list-style-type: none"> ▪ General public 			

PRIORITY AREA N° 3 : ADVOCACY (HELMET CARE/MAINTENANCE AND REPLACEMENT)

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> ▪ Rwanda National Police ▪ NGOs ▪ RSB 	<ul style="list-style-type: none"> ▪ Develop and distribute education materials on helmet care and the effects of using dirty, defective helmets. 	<ol style="list-style-type: none"> 1. Changing practice 2. Observation 3. User feedback. 	<ul style="list-style-type: none"> ▪ 2027.
Accountable: <ul style="list-style-type: none"> ▪ RNP ▪ RURA ▪ RCA ▪ Helmet retailers 			
Consulted: <ul style="list-style-type: none"> ▪ NGOs ▪ Experts 	<ul style="list-style-type: none"> ▪ Implement a nationwide campaign to teach helmet quality and integrity. 		<ul style="list-style-type: none"> ▪ 2027.
Informed: <ul style="list-style-type: none"> ▪ General public ▪ Riders 			

7.7. ACTION PLAN : SENEGAL

PRIORITY AREA N° 1 : DATA

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> ▪ DG of MITTA 	<ul style="list-style-type: none"> ▪ Identify a team (data collection) ▪ Build team capacity (train the trainer) ▪ Team deployment into the 14 regions of Senegal with the Governors ▪ Consolidation and data analysis ▪ Final report. 	<ol style="list-style-type: none"> 1. Data from all regions collected 2. Number of people trained 3. Report submitted. 	<ul style="list-style-type: none"> ▪ 2 months ▪ 2 months ▪ 1 month.
Accountable: <ul style="list-style-type: none"> ▪ Ministry of Infrastructure and transport ▪ Ministry of Interior ▪ Ministry of Army ▪ ANASFR ▪ Laser International 			
Consulted: <ul style="list-style-type: none"> ▪ Government – national and local ▪ Ministry of Health and regional departments ▪ Municipalities 			
Informed: <ul style="list-style-type: none"> ▪ Government ▪ Parliament ▪ General public ▪ Road users 			

PRIORITY AREA N° 2 : ADVOCACY AND PUBLIC AWARENESS

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> ▪ MITTA ▪ Laser International 	<ul style="list-style-type: none"> ▪ Study/assessment on non-helmet wearing – community focus groups ▪ Action plan with timeline ▪ Establish a steering committee ▪ Meetings with steering committee ▪ Design and develop materials ▪ Activate media/social media campaign. 	<ol style="list-style-type: none"> 1. Report published and disseminated 2. Action plan developed with timeline 3. Steering committee established 4. Procurement of designer of materials 5. Promotional materials developed 6. Activation – TV, radio etc. 	<ul style="list-style-type: none"> ▪ 2 months ▪ 1 month ▪ 1 month ▪ 2 months ▪ 1 month ▪ 4 months.
Accountable: <ul style="list-style-type: none"> ▪ ANASER ▪ DGTT ▪ SAHI ▪ Laser International 			
Consulted: <ul style="list-style-type: none"> ▪ Government – national and local ▪ Road Safety Associations ▪ 2 wheeler Associations ▪ Influencers ▪ Emergency Services ▪ Religious & Traditional leaders ▪ Private sector 			
Informed: <ul style="list-style-type: none"> ▪ General public ▪ Riders ▪ Media 			

7.8. ACTION PLAN : TANZANIA

PRIORITY AREA N° 1 : STANDARD REQUIREMENT AWARENESS

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> Tanzania Bureau of Standards (TBS) 	<ul style="list-style-type: none"> Revise the standard Generate training plan to users, suppliers and traffic police Communicate the training programme Source training funds and facilitation. 	<ol style="list-style-type: none"> Revised standard Training plan approved Feedback of training programme and approval Allocated funds for training. 	<ul style="list-style-type: none"> 6 months 1 month 1 month 2 months.
Accountable: <ul style="list-style-type: none"> TBS Traffic Police Suppliers Users (Riders) 			
Consulted: <ul style="list-style-type: none"> TBS Sponsors (if available) 	<ul style="list-style-type: none"> Communicate to trainers on the training schedule Develop training materials Conduct pilot training (Dar es Salaam). 	<ol style="list-style-type: none"> Approved training materials Conduction of pilot training in DSM Approved training programme countrywide. 	<ul style="list-style-type: none"> 1 month 2 weeks 3 months.
Informed:			

PRIORITY AREA N° 2 : CENTRALISED DATABASE

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> All road safety keyholders and relevant authorities 	<ul style="list-style-type: none"> Having a centralised database system on helmet law and helmet use will clearly assist enforcement on helmet use Recognised stakeholders will enhance to realise and reduce the cause of death and have a clear plan to cut. 	<ol style="list-style-type: none"> Reduction of deaths and trauma injuries caused by non-compliance of use of helmets among stakeholders. Preparing a clear plan based on data evidence of effects caused by head injuries due to non-compliance and employ proper ways to enforce. 	<ul style="list-style-type: none"> 2 months.
Accountable: <ul style="list-style-type: none"> Police Ministry of Health Government database 			
Consulted: <ul style="list-style-type: none"> Funding sponsors to improve helmet database 	<ul style="list-style-type: none"> Having availability of centralised database will enable stakeholders to value their achievement on helmet law, helmet use and helmet enforcement as well. 	<ol style="list-style-type: none"> Available a centralised database system on road safety matters including use of helmets. 	<ul style="list-style-type: none"> 3-6 months.
Informed: <ul style="list-style-type: none"> All stakeholders know and understand their role on helmet use to save lives of motorcycle riders and passengers 			

PRIORITY AREA N° 3 : TRAINING FOR POLICE OFFICERS

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> Police Officers 	<ul style="list-style-type: none"> Training of trainers (shortlist the trainees) A good number of trainers training the stakeholders all over the country Sourcing of funds. 	<ol style="list-style-type: none"> Obtain a list of trainers Establish number of trainees. 	<ul style="list-style-type: none"> 2 months 1 month.
Accountable: <ul style="list-style-type: none"> Police TBS Helmet Coalition 			
Consulted: <ul style="list-style-type: none"> Traffic Police HQ Sponsors Relevant authorities 	<ul style="list-style-type: none"> Development of training programmes Communicating the programme to stakeholders. 	<ol style="list-style-type: none"> Training programmes developed List of stakeholders complete. 	<ul style="list-style-type: none"> 2 months 1 month.
Informed: <ul style="list-style-type: none"> Police TBS Sponsors 			

7.9. ACTION PLAN : UGANDA

PRIORITY AREA N° 1 : ESTABLISHMENT OF A HELMET TESTING LAB

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> ▪ UNBS ▪ Min of Trade 	<ul style="list-style-type: none"> ▪ Secure funding. 	1. Funding in the ministerial policy statement or financing agreement.	<ul style="list-style-type: none"> ▪ July 2025.
Accountable: <ul style="list-style-type: none"> ▪ UNBS 			
Consulted: <ul style="list-style-type: none"> ▪ MoWT ▪ MoIA ▪ MoFPED 	<ul style="list-style-type: none"> ▪ Procures, installs and commissions equipment. 	1. Functional equipment installed – project completion report.	<ul style="list-style-type: none"> ▪ December 2026.
Informed: <ul style="list-style-type: none"> ▪ URA ▪ CSOs ▪ Importers 			

PRIORITY AREA N° 2 : ACCURATE DATA ON MOTORCYCLE RIDERS

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> ▪ URA ▪ MoWT ▪ UNBS ▪ Trade 	<ul style="list-style-type: none"> ▪ Rolling out the digital registration plates. 	<ol style="list-style-type: none"> 1. No. of digital registration plates 2. Register 3. Quarterly reports. 	<ul style="list-style-type: none"> ▪ December 2026.
Accountable: <ul style="list-style-type: none"> ▪ MoWT 			
Consulted: <ul style="list-style-type: none"> ▪ Police, URA, UNBS, KCCA, Associations, CSOs, Importers, Security, Internal Affairs 	<ul style="list-style-type: none"> ▪ Integrated database system. 	<ol style="list-style-type: none"> 1. Accurate database 2. Quarterly reports. 	<ul style="list-style-type: none"> ▪ December 2026.
Informed: <ul style="list-style-type: none"> ▪ Security, internal affairs, Local Governments, CSOs 			

PRIORITY AREA N° 3 : PUBLIC AWARENESS CAMPAIGNS FOR RIDERS AND PASSENGERS

STAKEHOLDERS	MILESTONE	INDICATOR(S) AND VERIFICATION	TIMELINE
Responsible: <ul style="list-style-type: none"> ▪ MoWT ▪ CSOs ▪ MICT ▪ Private Sector 	<ul style="list-style-type: none"> ▪ Develop a communication strategy. 	<ol style="list-style-type: none"> 1. No. of awareness campaigns 2. Reports – qualitative and quantitative. 	<ul style="list-style-type: none"> ▪ July 2025.
Accountable: <ul style="list-style-type: none"> ▪ MoWT 			
Consulted: <ul style="list-style-type: none"> ▪ Private sector, CSOs, UCC, Riders/Operators, Police, Local Government, MoH, Min of Gender 	<ul style="list-style-type: none"> ▪ Secure funding. 	<ol style="list-style-type: none"> 1. Budget secured 2. Budget requirements prepared. 	<ul style="list-style-type: none"> ▪ March 2025.
Informed: <ul style="list-style-type: none"> ▪ MIA ▪ Min SEC ▪ KCCA ▪ Local government ▪ CSOs 			

8. Feedback from delegates on SAHI Nairobi

At the close of SAHI Nairobi, participants were invited to complete a feedback survey assessing the overall event. A total of 25 participants responded to the survey.

Delegates appreciated the opportunity to be part of the initiative and felt that the range of participants was well-aligned with the topics discussed. The feedback underscored a recognised need to address helmet affordability throughout the chain, from setting standards to developing sustainable supply systems. Participants also emphasised the importance of using clear and consistent language in both policy and public awareness efforts.

Workable data collection and dissemination practices emerged as a priority for country delegations, alongside a call for increased helmet testing capacity. Participants also stressed the need for greater regional cooperation, noting that neighbouring countries play a crucial role in supply chains and in efforts to remove counterfeit helmets from circulation.

The role of rider associations received strong support, with many delegates advocating for formal recognition and empowering these groups to help maintain order and safety within the sector.

Looking ahead, delegates reflected on organisations that could strengthen SAHI summits. Suggestions included engagement with health, finance, and education ministries, broader private sector, including insurers and manufacturers, and medical specialists, particularly post-crash and non-communicable disease professionals.

9. Conclusion

The SAHI Nairobi Summit underscored the vital importance of coordinated, multi-sectoral action to improve motorcycle safety across Africa. Participants emphasised that strong political support, active collaboration between countries, and meaningful inclusion of motorcycle users are central to achieving sustainable impact. For the first time, the Summit brought together representatives from both East and West Africa, reflecting the pan-African growth of motorcycle use and the shared imperative to improve rider safety across the continent. **Establishing clear helmet standards linked to legislation, ensuring consistent enforcement, and addressing affordability were highlighted as key strategies to increase compliance and save lives.**

Delegates recognised that local manufacturing, promotion of private helmet ownership, and support for rider welfare, particularly for women entering the industry, are essential to creating safer and more sustainable transport systems. Regional cooperation, knowledge sharing, and data-driven approaches were also seen as critical tools to optimise resources, strengthen advocacy, and measure impact effectively. Co-hosted by the NTSA and the Kenyan Helmet Wearing Coalition, the Nairobi Summit highlighted the impact of multi-sector coalitions in promoting motorcycle safety, while emphasising that effective coalition building requires flexibility, adaptability, and long-term strategic planning.

Promoting a positive narrative around riders, engaging multiple stakeholders including SACCOs (rider associations), and leveraging media and communications strategically were identified as key enablers for behaviour change and the broader adoption of motorcycle safety measures. Delegates expressed strong support for the continuation of the movement and for ongoing opportunities to remain involved. They welcomed the chance to meet and discuss these measures in a collaborative and encouraging environment.

Expanding the Summit to include more delegates from additional countries highlights the shared urgency of addressing motorcycle safety. By exchanging proven strategies across regions and prioritising integrated approaches, stakeholders are better enabled to drive lasting improvements in road safety, enhance rider welfare, and reduce serious injuries and fatalities across the continent.

10. Resources and references

The following resources and recommended reading provide further context to the SAHI Nairobi Summit:

Africa Transport Policy Program (SSATP). (2025). *Africa status report on road safety 2025*. World Bank.

Africa Transport Policy Program (SSATP). (2025). *Driving change: Advancing road safety across Africa in alignment with the Marrakech Declaration 2025*. World Bank.

Bishop, T et al. (2018). *Enhancing understanding on safe motorcycle and three-wheeler use for rural transport, country report: Kenya, RAF2114A*. ReCAP for DFID.

Bishop, T., & Courtright, T. (2022). *The wheels of change: Safe and sustainable motorcycles in Sub-Saharan Africa*. FIA Foundation.

Global Road Safety Facility. (2025). *Safety of commercial motorcycles: Guidelines and good practices for governments and the private sector*. World Bank.

Nyachieo, G., Wandera, V., Peden, M., & Clark, S. (2023). *A Fare Price: An investigation into the health costs of motorcycle taxi crashes in Kenya*. Transaid.

Sakashita, C., Denny, A., Man, L., Brondum, L., Yishak, T. T., Ciobîcă, A., Lambrosquini, F., & Kinyanjui, P. (2025). Making safe helmets a reality for all: White paper. Global Alliance of NGOs for Road Safety.

Smith, T., Inclan, C., Fleiter, J., Cliff, D., Rahman, T., & Lang, B. (2025). *A technical guide to assist the development and implementation of a motorcycle helmet standard in low- and middle-income countries*. Global Road Safety Partnership.

Transaid & Partners. (2023). *Combined manual for the training of commercial motorcycle riders*. Transaid.

World Health Organization. (2022). *Powered two- and three-wheeler safety: A road safety manual for decision makers and practitioners* (2nd ed.). CC BY-NC-SA 3.0 IGO.

World Health Organization. (2023). *WHO global status report on road safety 2023*. World Health Organization.

World Health Organization. Regional Office for Africa. (2024). *Status report on road safety in the WHO African Region, 2023*. World Health Organization.

11. Appendices

11.1 Appendix 1: SAHI Nairobi Agenda



FOUNDATION



**SAFE AFRICAN
HELMETS
INITIATIVE**

**NATIONAL
HELMET WEARING
COALITION**



Safe African Helmets Initiative (SAHI) 2: Agenda

DAY 1 - Monday 7 July 2025

TIME	ACTIVITY
08:00 - 09:00	Registration
09:00 - 09:05	Welcome and Programme Format Sam Clark – Head of Programmes, Transaid
09:05 - 09:15	Welcome Remarks and SAHI Phase 1: Agnieszka Krasnolucka – Programmes Director, FIA Foundation
09:15 - 09:25	Opening Remarks: Timothy Keil – AA Kenya
09:25 - 09:35	Keynote Address: Georgie Njao – Director General of the National Transport and Safety Authority
09:35 - 09:45	The Marrakech Declaration and the call to action for safer helmets on the African continent Patrick Kinyanjui - Global Alliance of NGOs for Road Safety
09:45 - 09:55	The helmet safety challenge facing Africa and why it matters Bright Oywaya – Global Road Safety Partnership
09:55 - 10:15	Group Photo
10:15 - 10:45	Coffee break
10:45 - 12:00	PANEL 1: Reflections on Africa's first helmet testing lab and need to replicate the initiative in other countries <ul style="list-style-type: none"> • Arnold Severine Mato - Tanzania Bureau of Standards • Janvier Twagirimana – Ministry of Infrastructure, Rwanda • Terry Smith - Galeatus LLC • Marisela Ponce de Leon Valdes - SSATP • Nneka Henry - UN Road Safety Fund Facilitator – Rafaela Machado – FIA Foundation
12:00 - 13:15	Lunch

Safe African Helmets Initiative (SAHI) 2: Agenda

DAY 1 - Monday 7 July 2025, continued

TIME	ACTIVITY
13:15 - 14:30	PANEL 2: Homologated helmet standards: the pathway from ideation to legislation <ul style="list-style-type: none"> • Kingsley Yeboah Domena – Ghana Standards Authority • Samuel Mporanzi – Rwanda Standards Board • Eyuel Bogale – Road Safety Insurance Fund Service, Ethiopia • Awa Sarr Ndeye – Laser International, Senegal • Terry Smith – Galeatus LLC Facilitator - Oliva Nalwadda – FIA Foundation
14:30 - 15:45	PANEL 3: The Kenyan model: The role of the Coalition and boda boda SACCOS in advocacy and enforcement efforts <ul style="list-style-type: none"> • Bright Oywaya – GRSP • Elly Kegode – KRO Boda Boda SACCO Kenya • Lydia Mwaniki – Diamond Defensive Driving Academy • Dr Andrew Kiplagat – NTSA • Timothy Keli – AA Kenya Facilitator - Grace Wahome, Transaid
15:45 - 16:00	Closing Remarks from Day 1 Sam Clark – Head of Programmes, Transaid
16:00 - 16:30	Coffee break
16:30 - 18:00	Kenyan Helmet Wearing Coalition Meeting All Coalition members welcome. <ul style="list-style-type: none"> • Grace Wahome – Transaid • Jason Finch – Transaid • Sam Clark – Transaid
18:30 - 21:00	Welcome reception and dinner (TradeMark Hotel) All participants and Coalition members welcome. Master of Ceremonies – George Njao, NTSA

Safe African Helmets Initiative (SAHI) 2: Agenda

DAY 2 - Tuesday 8 July 2025

TIME	ACTIVITY
09:00 - 09:05	Reminder about check-out process, payments and departure schedule Anna Glavedoni – Transaid
09:05 - 09:20	World Bank Commercial Motorcycle Guidelines Arif Uddin – Word Bank, Washington DC
09:20 - 10:30	PANEL 4: Enabling private sector involvement in efforts to improve helmet safety Levi Muchai - Uber Peris Obiero - Britam Insurance Mehetabel Mwashighadi - WATU Credit Joyleen Lubanga - Motorcycle Assemblers Association of Kenya (MAAK)/Car and General Facilitator - Sam Clark, Transaid
10:30 - 11:00	Coffee break
10:45 - 11:00	Introduction to breakout topic sessions Blaise Murphet – BM Ltd
11:00 - 12:30	Advocacy and awareness <ul style="list-style-type: none"> • Blaise Murphet • Kate Turner Helmet labs <ul style="list-style-type: none"> • Terry Smith • Paul Ronald Kirunda • Nadine Niwemfura Data systems for powered-two-wheels (PTWs) <ul style="list-style-type: none"> • Marisela Ponce de Leon Valdes • Dr Gladys Nyachileo Enforcement <ul style="list-style-type: none"> • Artur Zawadzki • Frederick Ochieng • Rafaela Machado
12:30 - 13:30	Lunch

Safe African Helmets Initiative (SAHI) 2: Agenda

DAY 2 - Tuesday 8 July 2025

TIME	ACTIVITY
13:30 - 13:45	Introduction to country breakout session Rafaela Machado - FIA Foundation
13:45 - 15:15	Country action plans
15:15 - 15:45	Coffee break
15:45 - 17:00	<p>Panel 5: Harnessing local media to deliver effective advocacy and further the road safety agenda</p> <ul style="list-style-type: none"> • Dorcas Wangira – BBC Africa • Crystal Kiragu – NTSA • Elvis Ondieki – The Nation • Edgar Meshack – BH Media <p>Facilitator – Kate Turner, FIA Foundation</p>

Safe African Helmets Initiative (SAHI) 2: Agenda

DAY 3 - Wednesday 9 July 2025

TIME	ACTIVITY
09:00 - 09:05	Reminder about check-out process and intro to afternoon activity Ejiro Ikoko – Transaid
09:05 - 10:15	Country breakout action plans continued
10:15 - 11:15	Coffee break and checkout
11:15 - 12:05	Presentations and feedback: SAHI Alumni – Advancing strategies (10 mins each) <ul style="list-style-type: none"> • Kenya • Rwanda • Tanzania • Uganda • Ethiopia
12:05 - 12:45	Presentations and feedback: SAHI Commencing – Priority areas (10 mins each) <ul style="list-style-type: none"> • Ghana • Senegal • Benin • Cameroon
12:45 - 13:00	Closing Remarks from Day 3 George Njao - NTSA
13:00 - 14:00	Lunch
14:00 - 14:30	Closing Remarks: Jinaro Kibet – Chairman AA Kenya Board and President ACTA
14:30 - 16:00	Panel 6 - Boda Boda Riders <ul style="list-style-type: none"> • Asbon Amayi, • Elly Kegode • Moses Mikabane • Andrew Benson • Veronica Wanjira • Sophia Yusuf • George Nganga

Facilitator - Lydia Mwaniki, Diamond Defensive Driving School