



NMT POLICIES IN NIGERIA

The Federal Republic of Nigeria is estimated to have an urban population of 100 million residents. The increasing population and the lack of non-motorised transport (NMT) infrastructure has led to congestion due to over-reliance on personal motor vehicles. There is an urgent need to develop high-quality transport systems that facilitate safe, efficient mobility for all urban residents.

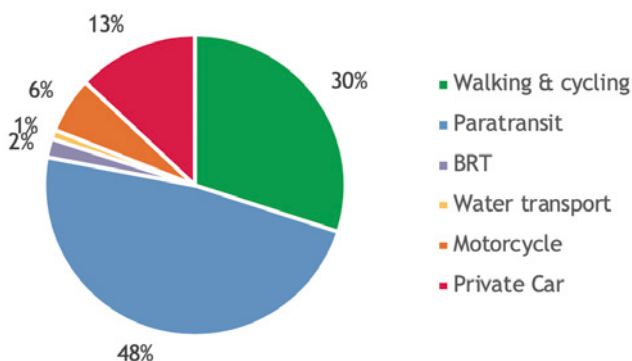
CURRENT CONDITIONS

Lagos is one of the fastest growing cities in the world with a population estimated between 18 and 20 million and an annual growth rate of 6 percent. The transport system in Lagos is predominantly road-based, and the available road infrastructure is greatly overstretched. Many streets and roads lack footpaths, and pedestrian footpaths are compromised by parking encroachment.

Lagos residents rely heavily on informal paratransit modes such as danfos as well as taxi services such as kekes (three-wheelers) and okadas (motorcycle taxis). The lack of usable, dedicated pedestrian spaces means that pedestrians share the carriageway with fast-moving vehicles. High motor vehicle speeds along with the lack of dedicated spaces compromise NMT user safety. As vehicle speeds increase over 30 km/h, the chance of NMT fatalities increases dramatically. Thus, NMT users are by far the most exposed and vulnerable group



Lagos’s landscape is dominated by a host of users and vehicles, including pedestrians, cyclists, okadas (motorcycle taxis), kekes (three-wheelers), cars, danfos (minibuses), and heavy trucks.



Lagos mode split

on Nigerian streets. Cities in Nigeria lack adequate parking management, with available footpaths frequently occupied by motor vehicles.

Cities such as Abuja have wide streets that lack pedestrian crossings. The wide footbridges constructed to facilitate high-speed vehicle movement are inconvenient. Some streets have open drains, exposing pedestrians to hazards. Flooded streets also mean that walking and cycling are not attractive options for transport.

OPPORTUNITIES & CHALLENGES



Lack of pedestrian crossings



Risky open drains



Streets lack separate space for walking



Poor parking management



High levels of pollution



Lack of storm water drainage

STRATEGY DEVELOPMENT PROCESS

Under the auspices of the Share the Road project, ITDP and UN Environment developed an NMT Policy for the State of Lagos as well as a national NMT Policy for the Federal Ministry of Transport. The policies were prepared following extensive consultations including one-on-one stakeholder meetings and capacity building workshops. The team also conducted site visits in Lagos and Abuja to observe the quality of the existing walking and cycling facilities and understand the challenges faced by NMT users.

In Lagos, stakeholders involved in the process included the Lagos Metropolitan Area Transport Authority (LAMATA), Lagos State Traffic Management Agency, State Ministry of Transportation, Federal Road Safety Corps (Lagos Sector Command), Lagos State Physical Planning Permit Authority, and State Ministry of Works & Infrastructure.

At the federal level, the team interacted with the Federal Ministry of Transport, Federal Ministry of Physical Planning & Urban Development, Federal Ministry of Power, Works, and Housing, Federal Road Safety Corps and the Nigeria Building and Road Research Institute.

Several stakeholder workshops were organised to inform the preparation of the policies:

- Introductory workshop in Lagos in September 2016.
- Round table workshop in Abuja in December 2016 to introduce the federal NMT Policy development process.
- Workshop on the Lagos NMT Policy in December 2016.
- Workshop on the federal NMT Policy in October 2017.
- Workshop on the Lagos NMT Policy in October 2018.

The Oct 2018 workshop was organised to present the draft Lagos NMT Policy and gather feedback from stakeholders. The event brought together representatives from government, elected bodies, academia, the private sector and civil society organisations. Participants gave their consent to move forward with adoption of the NMT Policy. As the next step, the draft Policy will be sent to the Executive Council for consideration and approval. Laws and regulations will be derived from the policy document by legal representatives of MOT and Ministry of Justice (MOJ). The Policy will then go to the House of Assembly for final review and approval.



Stakeholders taking part in a site visits in urban areas in Nigeria

NMT POLICY PRINCIPLES

The Lagos NMT Policy outlines the following principles for the city’s urban mobility system:

- **Universal access:** Enable equitable access for all by improving access and mobility for all residents; promoting social and economic empowerment through the provision of improved low-cost mobility; facilitating safe access for children; enabling gender equity through the provision of non-motorised transport (NMT) and public transport facilities that are safe for women to use; enabling inclusion of persons with disabilities by creating NMT facilities that follow principles of universal design; and creating a changed culture that accepts the use of walking, cycling, and public transport as acceptable and aspirational means to move around in the city.
- **Efficiency:** Optimise the use of resources such as space, funds, time, and energy by investing in NMT and public transport modes that consume fewer resources per person per trip compared to personal motor vehicles (PMV) and by encouraging dense, compact and mixed-use development that contributes to shorter trips and allows more people live and work close to PT facilities.
- **Safety:** Improve road safety and personal security by improving the management of traffic conflicts; reducing road crashes, and deaths and creating public spaces that are safe at all times of the day for all users.
- **Resilience to climate change:** Reduce local and global environmental impacts of Lagos’s transport system by expanding the use of zero-pollution NMT modes and low-pollution motorised modes, helping to improve the city’s air quality.
- **Collaboration and public participation:** Enable community participation by involving residents, businesses, and other stakeholders in the preparation of designs to foster the community’s active use and sense of ownership of these spaces.

The Federal NMT Policy contains similar goals.

NMT POLICY INITIATIVES

The Lagos State and Federal NMT Policies outline a number of initiatives to develop transport systems and urban plans that are socially inclusive and environmentally friendly. These include:



A footpath in Lagos



A BRT station in Lagos

- **Street design standards:** Arterial and sub-arterial streets to be developed as “complete streets.” The planning and design of road facilities will abide by the hierarchy of road users (from highest to lowest priority). With walking and cycling being high priority and parking of motor vehicles being low priority. Complete streets should have: Dedicated spaces for non-motorised transport modes; designated spaces as meeting points and street vending; designated free parking for cycles where on-street parking is provided for personal motorised vehicles; traffic calming with at-grade crossing facilities for pedestrians; measures to prioritise public transport; street trees to provide shade for pedestrians and cyclists and modern urban design including appropriate street furniture to promote attractive public space-making.
- **Land use-transport integration:** The government will adopt land use regulations and policies that incentivise higher density commercial and residential development within walking distance of major public transport corridors. Regulations and transport investments should direct the majority of urban growth along public transport corridors and reinforce existing urban centres by providing good public transport access.
- **Efficient public transport systems:** The government will support the introduction of high-quality public transport systems that are affordable, reliable, convenient, safe, and accessible to all, regardless of age, income, gender, ability or social standing. The responsibility of ensuring a high-quality public transport system ultimately rests with the government, regardless of whether the public transport system is operated by the government or private service providers. Paratransit services should be available to provide informal and flexible public transport service to millions of urban residents and visitors every day. Regulated paratransit services—in terms of routes, fares, vehicle design and vehicle technology—improve passenger convenience and safety and extend the reach of formal public transport.
- **Regulation and enforcement:** The government should regulate and monitor shared mobility services by ensuring that all keke operators are part of a registered association; create an identification system for keke operators; work with associations to expand access to safety and customer service training for operators; monitor operations to encourage helmet usage and safe driving, and establish designated stands that maintain clear space on footpaths and cycle tracks.

- **Transit oriented development:** Urban design and land-use planning regulations should support the creation of compact communities with access to high-quality public transport, walking and cycling links, often called transit-oriented development. Such developments that accommodate residences, jobs, places of commerce and recreation and other uses within walking distance of high-capacity public transport stations can help reduce trip lengths, congestion and dependence on personal motor vehicles.
- **Traffic calming initiatives:** Along major school access routes, the following interventions should be employed to improve access and safety: 30 km/h speed limits within a 200m radius of the school; traffic calming elements to ensure that vehicles follow the speed limit; traffic calmed pedestrian crossings and signs indicating school zone presence, pedestrian crossings, and speed limits.
- **Mobility guidelines:** Federal highways passing through urban centres should be designed as urban streets with footpaths, cycle tracks, at-grade pedestrian crossings, dedicated facilities for public transport and other complete street elements.
- **Bicycle network:** Implementing bicycle sharing systems to serve short trips and improve last-mile connectivity.
- **Universal access:** Cities are required to design elements of the transport system to be accessible to all users including those with physical disabilities, in compliance with national and universal access codes.

STRATEGY IMPLEMENTATION

Successful implementation of NMT projects will involve cooperation among multiple stakeholders. The government will develop appropriate frameworks to coordinate with the relevant key departments, both at the state and local levels. Federal and State governments will ensure broad and economically diverse citizen participation at all stages of planning and implementation. Transport data and investment proposals will be made available for public scrutiny.

All cities with a population of over one million will be required to develop a Sustainable Mobility Plan (SMP). An SMP will:

- Set a vision and quantitative goals for transport system improvements. SMPs should have a goal of a mode share of 80 per cent or more for walking, cycling, public transport, and intermediate public transport and less than 20 per cent for personal motor vehicles.



A footpath in Abuja

Ten-year goals from the federal NMT Policy

Goal	Ten-year goals
Increased mode share of walking, cycling and public transport	<ul style="list-style-type: none"> • Walking, cycling and public transport account for at least 80 per cent of all person trips. This mode share should be retained or improved further in future
Reduction in the use of personal motor vehicles (PMV)	<ul style="list-style-type: none"> • Vehicle kilometres travelled (VKT) by PMVs are no more than 2018 levels
Improved road safety	<ul style="list-style-type: none"> • Fatalities of pedestrians and cyclists are reduced 80 per cent below 2018 levels
Improved air quality	<ul style="list-style-type: none"> • WHO ambient air quality norms are met 350 days a year

- Outline a comprehensive time-bound programme for expanding and improving NMT facilities, public transport, and travel demand management.
- Include explicit measures to reduce the absolute number of trips by personal motor vehicles and encourage a shift from personal motor vehicles to public modes and NMT.
- Describe land use reforms to complement the proposed transport improvements.
- The government will ensure that all projects involving the construction of new streets or retrofitting of existing streets improve safety and convenience for NMT users per the policy.
- The Federal Government will create urban street design guidelines, known as the Nigeria Street Design Manual (NSDM). The NSDM will include detailed standards and design guidelines for footpaths, cycle tracks, carriageway, BRT, and other street elements. All designs will comply with the street design guidelines as adopted by the Federal Government.

MORE INFORMATION

Carly Koinange
Global Programme Lead, Share the Road Programme
UN Environment
carly.koinange@un.org

How to develop a non-motorised transport strategy or policy

Visit nmttoolkit.itdp.org

