



The Republic of Uganda

**REPORT ON MONITORING AND EVALUATION OF
THE NATIONAL ROAD SAFETY POLICY, 2017**

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FOREWORD

The *National Road Safety Policy, 2017* was formulated to address the problem of poor road safety in the country. The poor road safety was attributed to many road traffic accidents registered in the country which resulted into serious injuries and fatalities of Ugandans.

The Policy was monitored and evaluated in May, 2022 to determine the extent of change of the problem, achievement of the policy objectives, and implementation of the activities.

The findings revealed that the policy document did not have objectives. This implied that the activities of the policy were not generated in a structured manner to effectively address the problem. Effective public policy formulation requires that policy objectives are developed with aligned activities generated from the causes of issue of concern to ultimately address the problem.

The problem persisted over the years as there was a high number of accidents registered in each year since the policy was formulated. The high number of accidents was attributed to

among others; reckless driving, careless pedestrians, and poor road designs. In addition the policy did not have an implementation plan that would guide the various stakeholders involved in its implementation. The uncoordinated efforts contributed to the inability to address the problem.

I therefore, encourage Ministry of Works and Transport to review the policy and generate objectives and activities that will lead to reducing the problem at hand.



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1.0 INTRODUCTION

This report is on monitoring and evaluation of the National Road Safety Policy, 2017. Implementation of the policy was spearheaded by Ministry of Works and Transport (MOWT) as the overall Entity responsible for policy formulation in the area of road safety in the country. Other Institutions involved in the implementation of the Policy included: Uganda National Roads Authority (UNRA), Transport Licensing Board (TLB), and Uganda Police Force (UPF). The purpose of the monitoring and evaluation was to assess the effectiveness and relevance of the policy. The monitoring exercise was conducted from 23rd to 29th May, 2022. This report documents the findings of the monitoring and evaluation of implementation of the policy.

2.0 BACKGROUND

Public policies are put in place as a means of addressing public issues aimed at improving lives of the citizens. One of the public policies put in place was the National Road Safety Policy which was developed in 2017 to address the issue of poor road safety in the country. The poor road safety was attributed to the so many road traffic accidents registered. For example, in 2016, the

total road accidents registered were 14,484 of which 3,503 were fatalities and 10,981 serious injuries. Road accidents were mainly caused by reckless driving and careless pedestrians. The monitoring and evaluation involved assessment of the policy's performance in terms of effectiveness and relevance. This generated useful information on whether the policy was on course of achieving its objectives and addressing the problem.

3.0 PROBLEM STATEMENT

Effective public policy management requires that monitoring and evaluation of policies is conducted regularly and progress on their performance documented. Failure to monitor and evaluate progress on implementation of public policies creates gaps on whether the implementation is on the right course as planned or not. This may lead to unrealized results with no clear measure on how to achieve them. The National Road Safety Policy was developed to address the problem of poor road safety in the country that was being caused by reckless driving and careless pedestrians. This had resulted into fatalities and serious injuries for example, in 2016, the fatalities were 3,503 and serious injuries were 10,981 (*Details of accident rate before*

policy formulation are indicated in table 1). Monitoring and evaluation of the policy was to generate important information for meaningful guidance and informed decision making on how to address the problem.

4.0 PURPOSE

To assess the effectiveness and relevance of the National Road Safety Policy, 2017.

5.0 OBJECTIVES

The objectives of the monitoring and evaluation exercise were:

- i. To assess the extent of change of the problem addressed by the National Road Safety Policy.
- ii. To establish the extent of achievement of the National Road Safety Policy objectives.
- iii. To determine whether the National Road Safety Policy activities were implemented.
- iv. To assess the alignment of the National Road Safety Policy problem, objectives and activities.

6.0 SCOPE

Implementation of the National Road Safety Policy was being done by Ministry of Works and Transport (MoWT) as the overall Entity responsible for policy formulation in the area of road safety in the country. Other Institutions involved in the implementation of the Policy included: Ministry of Health (MoH), Ministry of Education and Sports (MoES), Uganda National Roads Authority (UNRA), Transport Licensing Board (TLB), Uganda Police Force (UPF), Kampala Capital City Authority (KCCA), Uganda National Bureau of Standards (UNBS), Private Sector, and Non-Government Organizations (NGOs). The monitoring and evaluation exercise covered seven Institutions that were involved in the implementation which were; MoWT, UNRA, UPF, KCCA, and the Private Sector (Uganda Bus Drivers Association, Uganda Taxi Operators and Drivers Association, Uganda Motorcycle Association – SafeBoda).

7.0 METHODOLOGY

Monitoring and evaluation was conducted by staff of Cabinet Secretariat and the Policy Analyst Officers in the Ministry of Works and Transport who were nominated by their Permanent Secretary to participate in the monitoring exercise. Literature review was undertaken before the field monitoring activity and this contributed to the generation of secondary data. The following was applied:

7.1 Sample and Sampling Method

Ministry of Works and Transport being the overall Entity responsible for road safety in the country was the first sampled stakeholder in the exercise. Six other Institutions were sampled. These were; UNRA, UPF, KCCA, and the Private Sector (Uganda Bus Drivers Association, Uganda Taxi Operators and Drivers Association, Uganda Motorcycle Association – SafeBoda). In addition, 60 pedestrians, cyclists and motorists were interviewed.

7.2 Data Types and Sources

Both primary and secondary data were used in the exercise. Primary data was collected from the MoWT, UNRA, UPF, KCCA, Uganda Bus Drivers Association, Uganda Taxi Operators and Drivers Association, SafeBoda, cyclists, motorists and pedestrians, while secondary data was obtained from the National Road Safety Policy and other reports generated by the implementers.

7.3 Data Collection Methods and Tools

Data was collected through questionnaires, interview guide and document review.

7.4 Data Analysis

Data was analyzed using Microsoft Word and Excel. Presentation of findings was through tables, graphs, charts and narrative for better outlay and understanding.

8.0 FINDINGS

The section highlights the summary and detailed findings of the monitoring and evaluation of implementation of the National Road Safety Policy.

8.1 Summary of Findings

The key findings of the assessment of policy problem, objectives and activities are indicated below.

- i. The problem of poor road safety had persisted on the Ugandan roads over the years (*Refer to table 2*).
- ii. There was a high number of accidents registered in each year since the policy was formulated (*Refer to table 2*).
- iii. The policy did not have objectives yet effective public policy formulation requires that policy objectives are developed with aligned activities generated from causes of issue of concern so as to demonstrate how the policy interventions contribute towards addressing the problem.
- iv. Of the 18 activities outlined in the policy, 13 were relevant towards addressing the problem; however, only 38% (5 out 13 activities) were implemented. The 62% (8

out of 13 activities) activities that were not implemented included regulation of boda bodas (motocyclists) who contributed to majority of the registered fatalities (34%) in 2021.

- v. The policy did not have an implementation plan that would guide the various stakeholders involved in its implementation.
- vi. There were a number of stakeholders involved in implementation of the policy whose efforts were uncoordinated.

8.2 Detailed Findings

This section presents details of the assessment of effectiveness and relevance of implementation the National Road Safety Policy.

8.2.1 Effectiveness of Implementation of the National Road Safety Policy

Assessment of effectiveness involved analysis of the extent of change of the problem, achievement of the objectives and implementation of activities. The results of monitoring and evaluation are reflected as follows.

a) Change in the Problem

In terms of change in the problem, monitoring and evaluation focused on establishing whether the problem the policy intended to address had either increased, reduced or remained the same.

The problem intended to be addressed by the Policy

The National Road Safety Policy, 2017 was formulated to address the problem of poor road safety in the country which led to so many road traffic accidents registered despite the fact that the number of cases were reducing as shown in table 1.

Table1: Fatalities and injuries between 2011 and 2016

| Year | Fatalities | Serious Injuries |
|-------------|-------------------|-------------------------|
| 2011 | 3,343 | 14,438 |
| 2012 | 3,124 | 13,137 |
| 2013 | 2,937 | 12,794 |
| 2014 | 2,845 | 13,516 |
| 2015 | 3,224 | 13,736 |
| 2016 | 3,503 | 10,981 |

(Source: National Road Safety Policy, Pg. 1)

The causes of poor road safety were; reckless driving, careless pedestrians, poor road designs, lack of regular and consistent road safety impact studies, over speeding, drink driving, drug abuse while driving; failure to use of safety gear such as seatbelts and helmets, and low awareness on safety measures. The poor road safety resulted into a high number of accidents for example, in 2013, of the 2,937 fatal accidents, reckless

driving caused 61.2%, and careless pedestrians caused 8%.
(Source: National Road Safety Policy, Pg. 3).

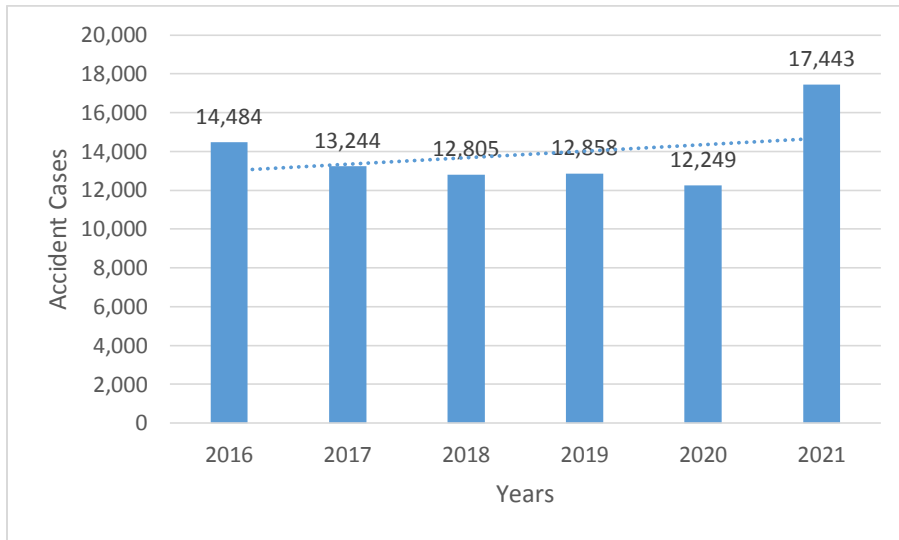
Assessment of change of the problem was as follows;

The monitoring and evaluation exercise established that the number of accidents was high. However, there was a slight reduction in the fatalities and injuries between 2016 and 2020 and shown in table 2 and graph 1.

Table 2: Fatalities and injuries between 2016 and 2021

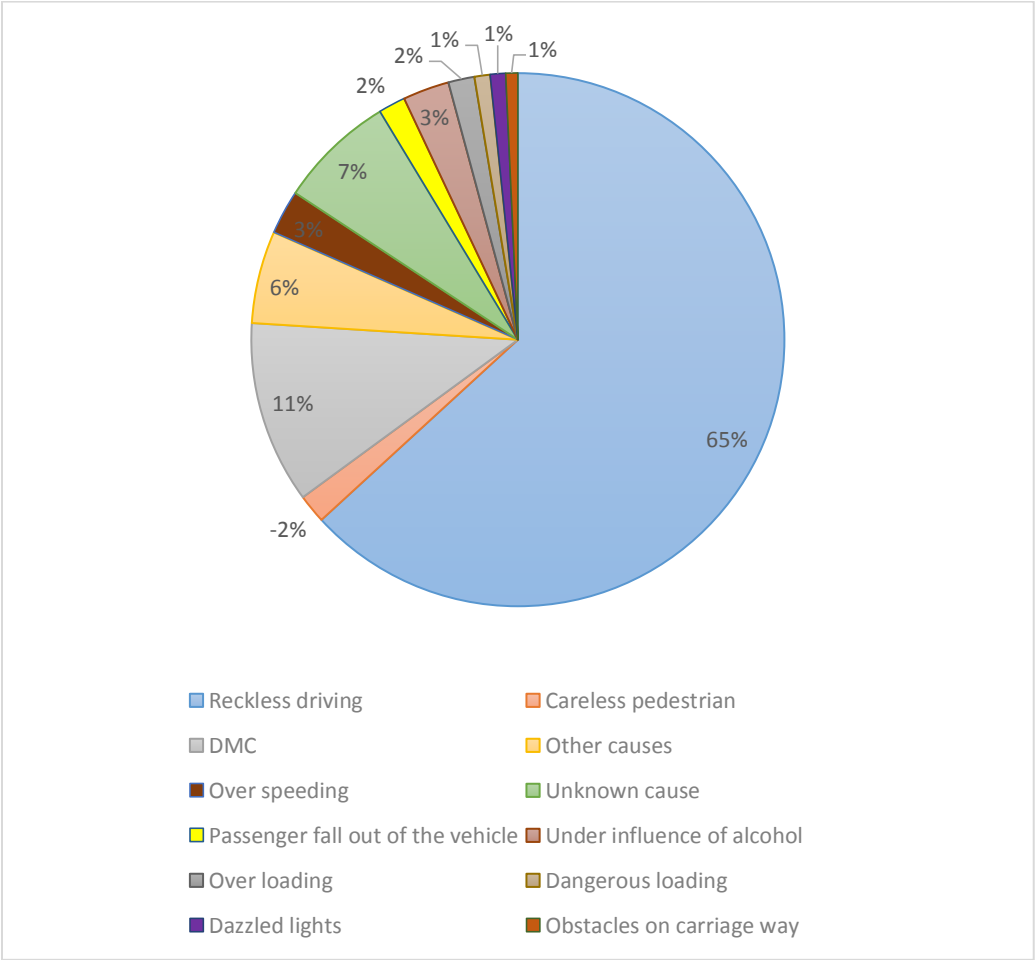
| Year | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 |
|-----------------|--------|--------|--------|--------|--------|--------|
| Fatalities | 3,503 | 3,051 | 3,194 | 3,407 | 3,269 | 3,757 |
| Injuries | 10,981 | 10,193 | 9,611 | 9,451 | 8,980 | 13,686 |
| Total Accidents | 14,484 | 13,244 | 12,805 | 12,858 | 12,249 | 17,443 |

Graph 1: Accident Trend



It was noticed that the number of deaths and injuries registered in 2021 was very high as compared to the previous 5 years. The sudden increase in road accidents in 2021 was brought about by: reckless driving (65%); driving cars in dangerous mechanical condition (11%); over speeding (3%); driving under the influence of alcohol (3%) and other causes as demonstrated in Chart 1.

Chart 1: Causes of Increase in the number of accidents between 2020 and 2021



The number of careless pedestrians reduced by 2% (738 to 644).

b) Achievement of the Policy Objectives

Assessment of achievement of policy objectives involved identifying the extent of realisation of the objectives out of implementation of the policy.

The policy document did not have policy objectives but rather had 9 goals. These were:

- i. To annually reduce the number of accidents, fatalities and injuries on Ugandan roads.
- ii. To put in place an effective road safety management and coordination institution.
- iii. To have necessary legal, policy, administrative and financial foundation for road safety interventions.
- iv. To establish systems and analysis tools that provide reliable and timely statistical information about road traffic accidents, which will underpin decision making on road safety intervention.
- v. To put in place a cost effective road design and maintenance procedures that consider all road users and assist safe driving.

- vi. To improve safe road user behaviour through increased awareness of traffic regulations and accident risks.
- vii. To improve the competence of drivers through better training and testing standards.
- viii. To improve the vehicle fleet, notably trucks and public service vehicles, through better inspection procedures and enforcement of appropriate vehicle standards.
- ix. To reduce the consequences of accidents by securing adequate rescue and trauma care facilities.

Absence of objectives made it difficult to assess their effectiveness. Effective public policy formulation requires that policy objectives are developed with aligned activities generated from the causes of issue of concern so as to demonstrate how the policy interventions will effectively address the problem.

c) Achievement of Activities

This assessment involved establishing the activities carried out during implementation of the Policy and the extent of their implementation.

The planned activities in the National Road Safety Policy and the actual activities carried out during implementation of the policy are indicated in table 3.

Table 3: Activities carried out

| S/N | Planned Activity | Actual Activity Carried Out |
|------------|--|---|
| 1. | Strengthen the National Road Safety Council by the end of 2014 that will coordinate road safety development efforts for significant road accident reduction in Uganda. | Traffic and Road Safety Act 1998 (Amendment) Act 2020 abolished the National Road Safety Council. |
| 2. | Strengthen the Department Responsible for Transport Regulation. | The Ministry strengthened the Department of Safety in terms of human resource responsible for licensing and inspection. |
| 3. | Address capacity constraints in all road safety institutions through technical assistance and training programmes. | Conducted training of officers in UPF, MoWT and KCCA on road safety. |
| 4. | Continuously identify deficiencies within the current legislation and bring forward initiatives that support favourable road safety development. | Amended the Traffic and Road Safety Act 1998 (Amendment) Act 2020 and its regulations, and enacted the Uganda Roads Act 2019 to support favourable road |

| S/N | Planned Activity | Actual Activity Carried Out |
|-----|---|--|
| | | safety development. |
| 5. | Establish sustainable funding mechanisms that address the specific needs of road safety development. | A sustainable funding mechanisms had not yet been established. |
| 6. | Establish a road safety research, monitoring and evaluation framework to enable informed decisions to be made on road safety interventions. | A road safety research, monitoring and evaluation framework had not yet been established |
| 7. | Strengthen road safety education. | Conducted awareness creation and sensitisation through; talk shows, newspapers, media, materials on road safety, Twende go campaign and Safety week. |
| 8. | Improve the competence of drivers through more modern and rigorous training and testing standards. | Drivers' training in Uganda had not been harmonized as different driving schools followed different set of courses. |
| 9. | Examine the potential for regional harmonisation of driving permits. | Not yet done. |
| 10. | Develop and enforce safe design standards on all roads and ensure that roads are maintained with an | Safety measures were put in place during road construction and maintenance. The safety |

| S/N | Planned Activity | Actual Activity Carried Out |
|------------|--|---|
| | acceptable level of signage and marking. | measures included installation of; proper road signage, traffic lights, road lights, edge & lane markings and cameras. |
| 11. | Ensure the use of design audits. | MoWT recruited road safety officers and carried out road safety audits. |
| 12. | Implement a policy on non-motorised transport. | Implementation is ongoing. |
| 13. | Bring forward regulations for the removal of broken down or abandoned vehicles on the road. | Removal of broken down or abandoned vehicles on the road was being done by UPF. |
| 14. | Improve the quality of the vehicle fleet. | Government was engaging a private service provider to carryout inspection of vehicle fleet, notably trucks and public service vehicles. |
| 15. | Enhance the capacity of the Traffic Police to ensure that vehicles on the road are roadworthy. | Conducted training of Traffic Police on road safety. |
| 16. | Establish District Road Safety Committees to identify and implement road safety initiatives | Not done |
| 17. | Improve the regulation of boda bodas in order to | Not yet done |

| S/N | Planned Activity | Actual Activity Carried Out |
|-----|---|-----------------------------|
| | foster safe and efficient public transport | |
| 18. | Establish a formal rescue system for road accident victims. | Not yet done |

56% (10 out of 18) of the planned activities in the policy were being undertaken to address the problem of poor road safety in the country.

8.2.2 Assessment of Relevance of the National Road Safety Policy

Assessment of relevance involved analysis of the extent to which the achievement of policy activities enabled addressing the problem of poor road safety in the country. The results of the analysis are presented in table 4.

Table 4: Relevance of the Activities in Addressing the Problem

| S/N | Planned Activity | Actual Activity Carried Out | Assessment of Relevance of the Activities in addressing the Problem |
|-----|--|---|---|
| 1. | Strengthen the National Road Safety Council by the end of 2014 that will coordinate road safety development efforts for significant road accident reduction in Uganda. | Traffic and Road Safety Act 1998 (Amendment) Act 2020 abolished the National Road Safety Council. | The activity was not relevant as the Traffic and Road Safety Act 1998 (Amendment) Act 2020 abolished the council. |
| 2. | Strengthen the Department Responsible for Transport Regulation. | The Ministry strengthened the Department of Safety in terms of human resource responsible for licensing and inspection. | The activity was relevant. However, there was need for regular training of staff on road safety. |
| 3. | Address capacity constraints in all | Conducted training of | The activity was relevant. However, |

| S/N | Planned Activity | Actual Activity Carried Out | Assessment of the Relevance of the Activities in addressing the Problem |
|-----|---|---|---|
| | road safety institutions through technical assistance and training programs. | officers in UPF, MoWT and KCCA on road safety. | there was need to carry out a training needs assessment to ensure targeted training on road safety. |
| 4. | Continuously identify deficiencies within the current legislation and bring forward initiatives that support favorable road safety development. | Amended the Traffic and Road Safety Act 1998 (Amendment) Act 2020 and its regulations and enacted the Uganda Roads Act 2019 to support favorable road safety development. | The activity was relevant. However, continuous identification of deficiencies in the current legislation requires conducting a Regulatory Impact Assessment (RIA) on road safety. |
| 5. | Establish sustainable funding mechanisms that address the specific | A sustainable funding mechanisms had not yet | The activity was relevant. However, various MDAs have |

| S/N | Planned Activity | Actual Activity Carried Out | Assessment of the Relevance of the Activities in addressing the Problem |
|-----|---|--|---|
| | needs of road safety development. | been established. | funding for road safety and this required strengthening coordination in the implementation of road safety interventions. This would reduce on wastage as it pulls resources together. |
| 6. | Establish a road safety research, monitoring and evaluation framework to enable informed decisions to be made on road safety interventions. | A road safety research, monitoring and evaluation framework had not yet been established | The activity is relevant as it can inform progress of implementation and generates recommendations for improvement. |
| 7. | Strengthen road safety education. | Conducted awareness creation and sensitization | The activity is relevant. However, there was need to come up with |

| S/N | Planned Activity | Actual Activity Carried Out | Assessment of the Relevance of the Activities in addressing the Problem |
|-----|--|---|---|
| | | through; talk shows, newspapers, media, Materials on road safety, Twende go campaign and Safety week. | Information, Education and Communication (IEC) materials to guide on the awareness and sensitization process. |
| 8. | Improve the competence of drivers through more modern and rigorous training and testing standards. | Drivers' training in Uganda had not been harmonized as different driving schools followed different set of courses. | The activity is relevant. The Ministry should come up with the training and testing standards. |
| 9. | Examine the potential for regional harmonization of driving permits. | Not yet done. | Regional harmonisation of driving permits should be in line with regional frameworks. |

| S/N | Planned Activity | Actual Activity Carried Out | Assessment of the Relevance of the Activities in addressing the Problem |
|-----|--|---|---|
| 10. | Develop and enforce safe design standards on all roads and ensure that roads are maintained with an acceptable level of signage and marking. | Safety measures were put in place during road construction and maintenance. The safety measures included installation of; proper road signage, traffic lights, road lights, edge & lane markings and cameras. | The activity is relevant as enforcement of standard and installation of acceptable designs signage and markings will contribute to solving the problem. |
| 11. | Ensure the use of design audits. | MoWT recruited road safety officers and carried out road safety audits. | The activity is relevant because it will ensure quality of road designs & standards which will promote road safety. |
| 12. | Implement a policy | Implementation | The non-motorized |

| S/N | Planned Activity | Actual Activity Carried Out | Assessment of the Relevance of the Activities in addressing the Problem |
|-----|---|---|---|
| | on non-motorized transport. | is ongoing. | transport policy is not the only framework that needed to be implemented. There are a number of policies, laws and regulations whose implementation and enforcement would ensure road safety. |
| 13. | Bring forward regulations for the removal of broken down or abandoned vehicles on the road. | Removal of broken down or abandoned vehicles on the road was being done by UPF. | The activity is not clear but the Traffic and Road Safety Act, 2020 provides for removal of broken down or abandoned vehicles on the road. |
| 14. | Improve the quality of the vehicle fleet. | Government was engaging a private service provider to carryout | The activity is relevant as it will ensure that motor vehicles are in good mechanical condition which will |

| S/N | Planned Activity | Actual Activity Carried Out | Assessment of the Relevance of the Activities in addressing the Problem |
|-----|--|--|---|
| | | inspection of vehicle fleet, notably trucks and public service vehicles. | reduce road accidents. |
| 15. | Enhance the capacity of the Traffic Police to ensure that vehicles on the road are roadworthy. | Conducted training of Traffic Police on road safety. | The activity is a duplication of activity 2. |
| 16. | Establish District Road Safety Committees to identify and implement road safety initiatives | Not done | The activity is relevant as it will enable coordination of road safety interventions at District level. |
| 17. | Improve the regulation of boda bodas in order to foster safe and efficient public transport | Not yet done | The activity is relevant as it would reduce on the number of accidents caused by boda bodas. This is because it was |

| S/N | Planned Activity | Actual Activity Carried Out | Assessment of the Relevance of the Activities in addressing the Problem |
|-----|---|-----------------------------|--|
| | | | indicated in the UPF Report 2021 that 34% of the fatalities that year were due to Motorcyclists. |
| 18. | Establish a formal rescue system for road accident victims. | Not yet done | The activity is relevant as it will ensure quick rescue of accident victims. |

13 out of 18 activities were relevant towards addressing the problem of poor road safety in the country. Of these, 62% (8 out of 13 activities) had not yet been implemented, including regulation of boda bodas (motorcyclists). Failure to improve regulation of boda bodas contributed 34% of the fatalities in 2021. The implementing MDAs had not done much to carry out the planned activities in the policy, making the problem persist over the years. This could also have been attributed to the poorly drafted policy which did not have objectives with clear targets.

To ensure effective addressing of the problem of poor road safety in the country, the implementing MDAs should come up with clear objectives and activities that are aligned to the objectives and ultimately address the problem.

8.4 Challenges Faced During Implementation of the Policy

Challenges that were being faced in the implementation of the policy included:

- i. Lack of a policy implementation plan that would have provided the planned activities, timelines, roles of responsible MDAs, and funding.
- ii. Impunity and negligence among some road users who continue to violate road safety standards.
- iii. Poor coordination among implementing Institutions on road safety.
- iv. Corruption among road safety enforcers which compromised enforcement standards and regulations.
- v. Limited capacity for road safety implementation and enforcement.

8.5 Proposals to Address the Challenges

The following proposals were made to address the above mentioned challenges:

- i. The Ministry should review the policy and include clear objectives and activities to enable their achievement, and develop a policy implementation plan to guide its implementation, monitoring and evaluation.
- ii. Enhance coordination among implementing road safety Institutions.
- iii. Continuous capacity building of all stakeholders involved in promotion of road safety.
- iv. Continuous sensitization and awareness of stakeholders on proper usage of roads.
- v. Regular monitoring of traffic on roads.
- vi. Strengthen the fight against corruption.
- vii. Intensify enforcement and implementation of road safety policies, laws and regulations.

9.0 CONCLUSION

The problem of poor road safety had persisted on the Ugandan roads over time, which was evidenced by the number of accidents registered in each year. Implementation of the Policy was difficult as it did not have objectives and set targets which could inform targeted interventions that would contribute to addressing the problem. That notwithstanding, of the 18 activities that the policy outlined, 13 were relevant towards addressing the problem. However, only 38% (5 out of 13 activities) were implemented. To ensure effective addressing of the problem of poor road safety in the country, there was need to review the Policy and include objectives. The activities should be aligned to the objectives. In addition, a policy implementation plan needed to be developed to guide collaboration of stakeholders and implementation of the Policy.

10.0 RECOMMENDATIONS

The following recommendations needed to be considered for better addressing of the problem of poor road safety in the country:

- i. Ministry of Works and Transport should review the policy and include objectives that should be aligned to the activities, and develop a policy implementation plan to guide its implementation.
- ii. Ministry of Works and Transport should also come up with a coordination strategy that will bring all stakeholders together in the promotion of road safety thereby reducing wastage of resources consequently addressing the problem of poor road safety.