



The Republic of Uganda

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

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FOREWORD

The Road Tolling Policy, 2017 was formulated to address the issue of inability to meet the road infrastructure development and maintenance needs. This inability was due to high cost of road construction and limited Government budget support, despite deliberate efforts by Government to increase the road construction and maintenance funds. Implementation of the policy was spearheaded by Ministry of Works and Transport (MWT) and Uganda National Roads Authority (UNRA).

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 there was only one fully operational toll road, that is, the 50km Entebbe Express Highway. Other 11 roads had been earmarked for development and maintenance under tolling and these were covering 754km. The percentage contribution of the roads under tolling was 5% (804 out of 17,000km) of the unpaved National Road Network.

Road tolling alone cannot meet the road infrastructure development and maintenance needs. This requires consideration of other options of funding road infrastructure development and maintenance in order to achieve 80% Vision 2040 target.

I therefore, encourage MWT and UNRA to expedite other options of road infrastructure development and maintenance in order to address the problem of inability to meet the road infrastructure development and maintenance needs and achieve the 80% Vision 2040 target.



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1.0 INTRODUCTION

This report is on monitoring and evaluation of the Road Tolling Policy, 2017. Implementation of the policy was spearheaded by Ministry of Works and Transport (MOWT) and Uganda National Roads Authority (UNRA). 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 and transforming the country to middle income status. One of the public policies put in place was the Road Tolling Policy which was developed in 2017 to address the issue of inability to meet the road infrastructure development and maintenance needs. The monitoring and evaluation involved assessment of the public 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 policy management requires that monitoring and evaluation of policies is conducted regularly and progress on their performance documented. Failure to monitor progress on implementation of public policies creates gaps on whether the policies are on the right course as planned or not. This may lead to unrealized results with no clear measure to achieve them. Monitoring and evaluation of the Road Tolling Policy would generate important information for meaningful guidance and informed decision making on how to address the problem of inability to meet the road infrastructure development and maintenance needs.

4.0 PURPOSE

To assess the effectiveness and relevance of the Road Tolling 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 Road Tolling Policy.
- ii. To establish the extent of achievement of the Road Tolling Policy objectives.
- iii. To determine whether the Road Tolling Policy activities were implemented.
- iv. To assess the alignment of the Road Tolling Policy problem, objectives and activities.

6.0 SCOPE

Implementation of the Road Tolling Policy, 2017 was undertaken by Ministry of Works and Transport (MoWT), and Uganda National Roads Authority (UNRA) who were the main respondents in the monitoring exercise.

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 conducted before the field monitoring activity and this contributed to the generation of secondary data. The following was applied:

7.1 Sample and Sampling Method

The monitoring exercise targeted Ministry of Works and Transport, and Uganda National Roads Authority as the key implementers of the policy.

7.2 Data Types and Sources

Both primary and secondary data were used in the exercise. Primary data was collected from the Ministry of Works and Transport, and Uganda National Roads Authority while secondary data was obtained from the Road Tolling 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 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 Road Tolling Policy.

8.1 Summary of Findings

Summary of findings highlights the key discoveries of the assessment of policy problem, objectives and activities as indicated below.

- i. There was 17,000km unpaved National Road Network that required development and maintenance.
- ii. There was only one fully operational toll road, that is, the 50km Entebbe Express Highway.
- iii. 11 roads were in the pipeline of development and maintenance under tolling. The total coverage of the 11 roads was 754km.
- iv. The total coverage of the roads under tolling was 804km which represented 5% of the unpaved National Road Network.

- v. The collection from the Entebbe Express Highway was an average of USD 800,000 per month which was adequate to cover operation and maintenance needs of the road (*Source: UNRA*).
- vi. Private sector players had been attracted to the sector easing financing development and maintenance of toll roads.
- vii. The objectives stated in the Policy were a reflection of a justification for development of the Policy, rather than showing how the key Policy interventions would be realised.
- viii. 8 out of 12 activities of the policy were relevant in addressing the problem and achievement of the policy objectives.

8.2 Detailed Findings

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

8.2.1 Effectiveness of Implementation of the Road Tolling 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 Road Tolling Policy, 2017 was formulated to address the problem of inability to meet the road infrastructure development and maintenance needs. This inability was due to high cost of road construction and limited Government budget support. Despite deliberate efforts by Government to increase funding to the sector in the last five Financial Years from UGX 1.65 trillion in FY2012/13 to UGX 3.824 trillion in FY2016/17, only 4000

out of 21,000 km of the unpaved National Road Network had been constructed and maintained. This represented 19% of the unpaved National Road Network. The 81% (17,000km) needed development and maintenance.

Assessment of change of the problem was as follows;

There were various options for developing and maintaining the road network in the country. These included Government of Uganda (GOU) funding and off budget support.

Road tolling was one of the off budget support options adopted by Government to develop and maintain the unpaved National Road Network. Road tolling involved charging road users a specific amount of money to cater for the associated road infrastructure development and maintenance needs.

The monitoring and evaluation exercise established that there was only one fully operational tolling road, that is, the Entebbe Express Highway (50km). The collection from the Entebbe Express Highway was an average of USD 800,000 per month. This collection was adequate to cover road operation and maintenance needs, and amortisation of the loan within the

agreed timeframe of 15years. Other roads that had been earmarked for construction under tolling are indicated in table 1:

Table 1: Roads Earmarked for Construction under Tolling

| SN | Road | Distance (km) | Status | Expectation on Completion Date |
|-----------|--------------------------------|--------------------------|--|---|
| 1. | Busega - Mpigi Expressway | 27 | Construction currently ongoing. | 2026 |
| 2. | Kampala - Jinja Expressway | 77 | Detailed Design was completed. Procurement of a developer is ongoing under PPP with bids expected to be submitted December 2022. Construction Period is 5 years. | 2028 |
| 3. | Kampala Southern By- Pass | 20 | The plan of the road was being designed. | 2028 |
| 4. | Kajjansi - Munyonyo Expressway | 14 | Level of service improvements such as service roads, Kigo interchange and pedestrian over bridges under | 2028 |

Table 1: Roads Earmarked for Construction under Tolling

| SN | Road | Distance (km) | Status | Expectation on Completion Date |
|-----------|--|----------------------|--|---------------------------------------|
| | | | construction for a period of 3 years. Operationalization of tolling to commence once Kampala Southern Bypass is completed to form a complete loop. | |
| 5. | Kibuye - Busega Expressway | 10 | Design was completed. Procurement of the developer currently ongoing with expected construction period of 4 years. | 2028 |
| 6. | Nakasero Northern Bypass Express Route | 5 | Detailed Design was completed. Plans underway to commence the engagement process of a contractor. | 2030 |
| 7. | Kampala - Bombo Expressway | 50 | Design was completed. Funds being sought for works. | 2030 |
| 8. | Kampala Outer | 100 | Design completed. Funds are being | 2032 |

Table 1: Roads Earmarked for Construction under Tolling

| SN | Road | Distance (km) | Status | Expectation Completion Date |
|--------------|------------------------------------|---------------|--|-----------------------------|
| | Beltway (2nd Ring Road) | | sought for works. | |
| 9. | Kampala - Busunju-Hoima Expressway | 150 | Preparing feasibility study and detailed design. | 2035 |
| 10. | Jinja - Malaba Expressway | 150 | Prefeasibility study completed. Procurement for Feasibility study ongoing | 2040 |
| 11. | Masaka - Mpigi Expressway | 151 | Prefeasibility study completed. Procurement for Feasibility study expected in FY 2023/2024 | 2040 |
| Total | | 754 | | |

Source: UNRA

754km of the total unpaved National Road Network are in the process of development and maintenance under tolling. Upon their completion, the total coverage of roads under tolling will

be 804km which will represent 5% of the unpaved National Road Network (804 out of 17000km).

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 monitoring and evaluation revealed the following:

Objective 1: Providing guiding principles for planning, prioritizing and funding of toll road projects

UNRA indicated that they were designing, providing a master plan and a mechanism for financing toll roads. The roads that had been designed are highlighted under table 1.

Objective 2: Providing for road tolling as an alternative source of funding for development, rehabilitation and maintenance of roads

Entebbe Express Highway was the only toll road that was fully operational with an average collection of USD 800,000 per month. This collection was adequate to cover rehabilitation and maintenance of the road.

Objective 3: Guiding and encouraging private sector investment in road infrastructure development, operation and maintenance

UNRA contracted private sector players to engage in road infrastructure development, operation and maintenance. The contracts with these private sector players were in form of bilateral agreements and Public Private Partnerships. For the Entebbe Express Highway, UNRA contracted Egis to operate and maintain the road for a period of five years ending 2026.

Objective 4: Ensuring effective governance, transparency, fairness and sustainability in road toll collection

Effective governance, transparency, fairness and sustainability in road toll collection was provided for in the Uganda Roads Act, 2019. The Act provided clear guidance on among others:

toll payment of toll roads (Section 9); toll revenue (Section 10), and shadow tolling (Section 12).

Objective 5: Provide for an effective and efficient road tolling system as a way of decongesting urban centres

Section 7 of the Uganda Roads Act, 2019 provided for the various road tolling systems for decongesting urban centres. UNRA had developed an Intelligent Transport Management Systems (ITMS) which provided high mobility routes decongesting urban centres. UNRA was also developing a No Stopping system where chips would be installed in vehicles to automatically capture the charge whenever a vehicle passes the tolling gate. This will enable faster movement of vehicles as there will be no stopping or unnecessary delays at the tolling gates.

The objectives stated in the Policy were a reflection of a justification for development of the Policy, rather than showing how the key Policy interventions would be realised. There is

therefore, need to realign the Policy objectives to the main causes of inability to meet the road infrastructure development & maintenance needs and demonstrate how the Policy interventions will be realised.

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 Road Tolling Policy and the actual activities carried out during implementation of the policy are indicated in table 2;

Table 2: Activities carried out

| S/N | Planned Activity | Actual Activity Carried Out |
|------------|---|---|
| 1. | Conduct of conceptual design and toll feasibility studies by the road authority, where applicable appoint a specialist advisor. | For the 11 tolling roads in the pipeline, 2 were under construction, 4 were under procurement of contractors, and feasibility studies & designing was ongoing for 5 |

Table 2: Activities carried out

| S/N | Planned Activity | Actual Activity Carried Out |
|------------|---|--|
| | | roads. (Refer to Table 1). |
| 2. | Preliminary designs and detail traffic and toll studies and modelling by the road authority. | The activity was not clearly stated and seemed to be a duplication of activity 1. However, Preliminary designs were done for each toll road to be constructed. |
| 3. | Financial and economic viability studies to be done by the road authority. | These were conducted for all the toll roads to be constructed. |
| 4. | Environmental and social impact assessment and public consultations to be done by the road authority. | Assessments were done for all toll roads to be constructed. |
| 5. | Land compensation for acquisition of right of way by the road authority. | Some land owners were compensated while others had not yet been compensated. |
| 6. | Detailed designs for road and toll facilities to be done by the road authority. | This was done for all the roads. |
| 7. | Procurement of road contract, toll facilities and toll operations. | Private road contractors were engaged, and an operating toll facility was established for the already existing toll road. |

Table 2: Activities carried out

| S/N | Planned Activity | Actual Activity Carried Out |
|------------|---|---|
| 8. | The intent to toll shall be published by the Minister responsible for roads, in the Government Gazette, and print media of wide circulation. | This mandate was executed by the Minister for the Entebbe Express Highway. |
| 9. | Public consultations shall be held with stakeholders by the authority. | UNRA carried out consultations with relevant stakeholders. |
| 10. | Preparation and submission of the report with recommendations to the minister responsible for roads for consideration and presentation to Cabinet for approval. | UNRA prepared and submitted a report on the funding gap for compensation of land owners, for Minister's guidance. |
| 11. | Gazetting of toll road and tariffs by the Minister responsible for roads. | The Entebbe Express Highway and its tariff was gazetted by the Minister of Works and Transport. |
| 12. | Commencement of tolling operations. | For the only completed toll road, tolling operations commenced. |

All the planned activities in the Policy were being carried out gradually based on the status of development of each toll road as indicated in table 1.

8.2.2 Assessment of Relevance of the Road Tolling Policy

Assessment of relevance involved analysis of the extent to which the achievement of policy activities enabled realisation of the objectives and addressing the problem of inability to meet the road infrastructure development and maintenance needs. The results of the analysis are presented in table 3.

Table 3: Relevance of the Activities in Addressing the Problem and Achievement of the Objectives

| S/N | Planned Activity | Actual Activity Carried Out | Assessment of Relevance of the Activities in addressing the Problem and achieving the objectives |
|------------|---|-------------------------------------|---|
| 1. | Conduct of conceptual design and toll feasibility studies by the road authority, where applicable appoint a specialist advisor. | UNRA conducted feasibility studies. | Having conceptual designs and feasibility studies is relevant as they inform the projected costs and benefits for construction and maintenance of the |

Table 3: Relevance of the Activities in Addressing the Problem and Achievement of the Objectives

| S/N | Planned Activity | Actual Activity Carried Out | Assessment of Relevance of the Activities in addressing the Problem and achieving the objectives |
|------------|--|---|--|
| | | | roads. |
| 2. | Preliminary designs and detail traffic and toll studies and modelling by the road authority. | Preliminary designs were done for each toll road to be constructed. | Having preliminary designs, models and studies of toll roads is relevant. However, the activity was not clearly stated and seemed to be a duplication of activity 1. |
| 3. | Financial and economic viability studies to be done by the road authority. | These were conducted for all the toll roads to be constructed. | The activity was a duplication of activity 1. |
| 4. | Environmental and social impact assessment and public consultations to be done by the | Assessments were done for all toll roads to be constructed. | The activity is relevant because carrying out environmental and social impact |

Table 3: Relevance of the Activities in Addressing the Problem and Achievement of the Objectives

| S/N | Planned Activity | Actual Activity Carried Out | Assessment of Relevance of the Activities in addressing the Problem and achieving the objectives |
|------------|---|--|--|
| | road authority. | | assessments protects the public from any form of degradation. |
| 5. | Land compensation for acquisition of right of way by the road authority. | Some land owners were compensated while others had not yet been compensated. | The activity is relevant as it is legal and provided for in the Uganda Road Act, 2019, and reduces delays in road construction projects. |
| 6. | Detailed designs for road and toll facilities to be done by the road authority. | This was done. | The activity is relevant as the designs inform the actual construction of the road. |
| 7. | Procurement of road contract, toll facilities and toll operations. | Private road contractors were engaged, and an operating toll | The activity is relevant as it facilitates construction, operation and |

Table 3: Relevance of the Activities in Addressing the Problem and Achievement of the Objectives

| S/N | Planned Activity | Actual Activity Carried Out | Assessment of Relevance of the Activities in addressing the Problem and achieving the objectives |
|------------|--|--|--|
| | | facility was established for the already existing toll road. | maintenance of the roads, and ensures value for money. |
| 8. | The intent to toll shall be published by the Minister responsible for roads, in the Government Gazette, and print media of wide circulation. | This mandate was executed by the Minister for the Entebbe Express Highway. | Gazetting toll roads is relevant as it prepares the public for road payment, and promotes awareness & acceptability of the policy. |
| 9. | Public consultations shall be held with stakeholders by the authority. | UNRA carried out consultations with relevant stakeholders. | The activity is relevant because it is one of the best practices in Public Policy making. |
| 10. | Preparation and submission of the | UNRA prepared and | The activity is relevant because it |

Table 3: Relevance of the Activities in Addressing the Problem and Achievement of the Objectives

| S/N | Planned Activity | Actual Activity Carried Out | Assessment of Relevance of the Activities in addressing the Problem and achieving the objectives |
|------------|---|---|---|
| | report with recommendations to the minister responsible for roads for consideration and presentation to Cabinet for approval. | submitted a report on the funding gap for compensation of land owners, for Minister's guidance. | facilitates evidence based decision making. |
| 11. | Gazetting of toll road and tariffs by the Minister responsible for roads. | The Entebbe Express Highway and its tariff was gazetted by the Minister of Works and Transport. | The activity is a duplication of activity 8. |
| 12. | Commencement of tolling operations. | For the only completed toll road, tolling | The activity is not relevant as it's a given. |

Table 3: Relevance of the Activities in Addressing the Problem and Achievement of the Objectives

| S/N | Planned Activity | Actual Activity Carried Out | Assessment of Relevance of the Activities in addressing the Problem and achieving the objectives |
|------------|-------------------------|------------------------------------|---|
| | | operations commenced. | |

9 out of 12 activities were relevant towards achievement of the policy objectives while 3 activities were a duplication of activity 1. Implementation of the activities contributed towards solving the problem of inability to meet the road infrastructure development and maintenance needs.

8.3 Supportive Factors of the Achievement Registered

Factors that supported the implementation of the policy activities, achievement of the objectives and addressing of the problem included:

- i. Availability of the relevant legislation such as the Uganda Road Act, 2019 which guided on road infrastructure development and maintenance including toll roads.
- ii. Support from Government which prioritized road infrastructure development and maintenance through provision of alternatives financing.
- iii. Support from the Ministry of Works and Transport top leadership on gazetting toll road.
- iv. Availability of the required technical capacity enabling implementation of the Policy.
- v. There was stakeholder buy in which was demonstrated through the public's willingness to pay for the toll roads.

8.4 Challenges Faced During Implementation of the Policy

Challenges that were being faced in the implementation of the policy activities, achievement of the objectives and addressing of the problem included:

- i. Consistent requests from some high Government ranking officials seeking exemption from paying road toll tariffs.

- ii. There were no cashless interfaces like mobile money, flex pay and visa card, as other alternatives of collecting toll tariffs.
- iii. There was over speeding on the tolling road which was causing some accidents.
- iv. Negative perceptions of some sections of the public who believed that paying for toll roads was double taxation.
- v. The alternative roads for people living and working along the toll road were in poor condition.

8.5 Proposals to Address the Challenges

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

- i. There should be more sensitization of the public on the benefits of development and maintenance of toll roads.
- ii. Stakeholders should be continuously engaged on road safety to curb road accidents.
- iii. Road safety laws, regulations and guidelines should be enforced to reduce road accident.

- iv. MWT and UNRA should continue promoting transparent and fair procurement processes of road construction projects.
- v. Strengthen coordination between UNRA and URA to have favorable taxation terms for the investors.
- vi. MWT and UNRA should adopt electronic procurement so as to reduce delays in the procurement process for road development and maintenance.
- vii. UNRA should provide reliable fire brigades and ambulances to manage accidents on toll roads.
- vi. UNRA should ensure that alternative roads for people living and working along the toll road are in good condition.

9.0 CONCLUSION

From the implementation of the Road Tolling Policy, 804km had been earmarked for development and maintenance under tolling. This represented 5% of the unpaved National Road Network. Of the 804km, 50km had been completed and operational (Entebbe Express Highway). The average collection from the fully operational toll road was adequate for its operation and maintenance.

Private sector players had been attracted in the development and maintenance of toll roads whose capital investment would be recouped through tolling hence reducing Government burden. Ministry of Works and Transport remained at the helm of effective governance, transparency, fairness and sustainability of toll road operation guided by the Uganda Road Act, 2019.

In order to effectively address the problem, the policy objectives needed to be realigned to the main causes of inability to meet the road infrastructure development & maintenance needs and demonstrate how the policy interventions would be realised.

10.0 RECOMMENDATIONS

The following recommendations needed to be considered for better addressing of the problem of high cost of road construction and maintenance:

- i. Ministry of Works and Transport and Uganda National Road Authority should continue identifying and prioritizing roads to be developed and maintained under tolling in order to address the problem of inability to meet the road infrastructure development and maintenance needs.
- ii. Ministry of Works and Transport should explore other options of road infrastructure development and

maintenance if the country is to achieve the 80% Vision 2040 target.

- iii. Ministry of Works and Transport should realign the policy objectives to the main causes of inability to meet the road infrastructure development & maintenance needs and demonstrate how the policy interventions will be realised.