



THE ROLE OF ROAD SAFETY FINANCING INSTITUTIONS:

Bridging the Financing Gap

Developed: March 2025

By

CEPA CENTRE FOR
POLICY
ANALYSIS





<i>Executive Summary</i>	5
1.0 INTRODUCTION	8
1.1 METHODOLOGY.....	10
2.0 MAGNITUDE OF THE PROBLEM.....	12
3.0 STATUS OF ROAD SAFETY LAWS AND REGULATIONS IN EAST AFRICA.....	13
3.1 ROAD SAFETY IN UGANDA'S PLANNING AND POLICY FRAMEWORKS	15
4.0 FINANCING FOR ROAD SAFETY IN UGANDA	17
4.1 MINISTRY OF WORKS AND TRANSPORT	17
4.2 LOCAL GOVERNMENTS AND KCCA	18
4.3 UGANDA POLICE FORCE	19
4.4 MINISTRY OF HEALTH	20
5.0 KEY ROAD SAFETY FINANCING INSTITUTIONS AND PLATFORMS.....	20
6.0 RECOMMENDATIONS	21
6.1 Recommendations to Government	21
6.2 TO CEPA And Civil Society Organizations.....	23
7.0 CONCLUSION.....	24
REFERENCES	25



Figure 1: Allocations to the Traffic and Road Safety Directorate of UPF 10

LIST OF ACRONYMS

ABPR	Annual Budget Performance Report
AfDB	Africa Development Bank
CSO	Civil Society Organization
EMS	Emergency Medical Services
GDP	Gross Domestic Product
KCCA	Kampala Capital City Authority
LG	Local Government
MTEF	Medium Term Expenditure Framework
NBFP	National Budget Framework Paper
NDP	National Development Plan
NPA	National Planning Authority
PPP	Public Private Partnership
RTAs	Road Traffic Accidents
UNRSF	United Nations Road Safety Fund
UPF	Uganda Police Force
URF	Uganda Road Fund
WHO	World Health Organization

Road safety remains a critical challenge in Uganda, with traffic fatalities rising significantly over the years. The country currently reports one of the highest road fatality rates in East Africa—28 deaths per 100,000 people. Road crashes not only cause human suffering but also impose a severe economic burden, with estimated losses amounting to UGX 10.1 trillion annually. Despite the urgency, road safety remains significantly underfunded, with less than 4% of road sector allocations directed toward safety interventions.

The report assesses Uganda's road safety financing landscape, highlighting funding gaps, institutional challenges, and emerging opportunities. The Uganda Road Fund (URF), previously a key institution for road safety financing, was abolished in 2024, transferring its responsibilities to the Ministry of Works and Transport. Current funding sources, including fuel levies, traffic fines, and international donor support, remain insufficient in addressing the growing road safety crisis.

The report further benchmarks Uganda's road safety laws against East African Community (EAC) member states, revealing significant gaps in enforcement, infrastructure investment, and legislative coherence. Key issues include poor road design, insufficient pedestrian infrastructure, and a limited emergency response system.

It is against this background that the Centre for Policy Analysis (CEPA) commissioned this study to provide a comprehensive analysis of Uganda's road safety financing framework and to inform policy deliberations aimed at improving funding for road safety.

Urgent action is required to close the financing gap and implement effective, targeted interventions that will reduce road fatalities and enhance transport safety in Uganda.

1. Increased Budgetary Allocations: Revise the Medium-Term Expenditure Framework (MTEF) to allocate at least UGX 26 billion annually to road safety enforcement.
2. Improved Road Infrastructure: Integrate safety measures such as road signage, pedestrian facilities, and traffic calming mechanisms into all infrastructure projects.
3. Human Resource Development: Address the shortage of road safety engineers, traffic planners, and enforcement personnel.
4. Public-Private Partnerships (PPPs): Encourage private sector involvement in road safety by linking concession agreements with safety performance targets.
5. Legislative and Policy Reforms: Strengthen accountability for road safety financing and ensure transparency in the use of non-tax revenues.
6. Civil Society and Corporate Engagement: Leverage corporate social responsibility initiatives to support road safety infrastructure and awareness campaigns.

Urgent action is required to close the financing gap and implement effective, targeted interventions that will reduce road fatalities and enhance transport safety in Uganda.

Road transport caters for 90% of Uganda's transport modes and overreliance on the road mode of transport has led to significant inefficiencies, as only about 25% of the roads are paved, leaving the majority of the network susceptible to rapid deterioration, especially during rainy seasons.



Table 1: Road safety in the Sustainable Development Goals	3
Table 2: Domains of analysis	4
Table 3: Analysis of road crashes (2017-2024)	5
Table 4: Analysis of road safety laws and regulations on selected parameters in EAC member states.	6
Table 5: Medium Targets for Road safety	8
Table 6: Road safety response indicators	8
Table 7: Funding allocations and projections in the MTEF	10

1.0 INTRODUCTION

The United Nations General Assembly (UNGA) via Resolution A/RES/74/299 on 31st August 2020 proclaimed the period 2021 to 2030 as the 2nd Decade of Action for Road Safety (DARS). The proclamation under the theme “Improving Global Road Safety” aims at preventing 50% of road traffic deaths and injuries. The resolution encouraged Member States to develop National Action Plans in consultations with all stakeholders and in line the Global Plan of Action on Road Safety 2021-2030.

Road safety has also gained traction in key international frameworks and development blueprints. Notable is the inclusion of road safety targets in the post 2015 global agenda known as the Sustainable Development Goals (SDGs) as shown in table 1 below.

Table 1: Road safety in the Sustainable Development Goals

SDG	Target
Goal 3 Ensure healthy lives and promote wellbeing for all at all ages	<i>3.6 By 2020, halve the number of global deaths and injuries from road traffic accidents</i>
Goal 11: Make cities and human settlements inclusive, safe, resilient and sustainable	<i>11.2 By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons.</i>

Road transport caters for 90% of Uganda’s transport modes (NPA, 2025)¹. The overreliance on the road mode of transport has led to significant inefficiencies, as only about 25% of the roads are paved, leaving the majority of the network susceptible to rapid deterioration, especially during rainy seasons. This over reliance on road transport not only accelerates deterioration of the road infrastructure which is an enabler of road carnage but also exposes the majority of the Ugandan population to Road Traffic Incidents (RTIs). Currently, the country records a fatality rate of 28 persons per 100,000 population- only behind Tanzania at 33 persons per 100,000 in the East African Community.²

¹National planning Authority (2025). The Fourth National Development Plan

²World Health Organization (2023). Global Status Report on Road Safety. Accessed from <https://www.who.int/teams/social-determinants-of-health/safety-and-mobility/global-status-report-on-road-safety-2023>

Despite multiple initiatives aimed at improving road infrastructure and enforcing traffic regulations, the implementation of road safety strategies continues to be hindered by inadequate financing. This underfunding is evident across national and local government levels, resulting in weak enforcement, limited awareness campaigns, substandard road design, and under-resourced emergency services.

This report aims to provide a comprehensive analysis of the financing challenges and opportunities surrounding road safety in Uganda. It is intended as a resource to inform future policy, investment, and collaborative approaches to bridging the country's road safety financing gap.



If no action is taken, at a current GDP of UGX 202 trillion, Uganda will lose approximately UGX 10.1 trillion (\$2.66 billion) per annum in terms of loss of productivity, property damage, and medical and administrative costs. This is economically burdensome for a developing country like Uganda—higher than the East African average of USD 1.7 billion.

1.1 METHODOLOGY.

This study employed a desk-based review of policy and budget documents, with a focus on analyzing Uganda's road safety financing framework. It aims to inform policy dialogue on improving funding for road safety interventions.

More specifically, it sought to:

- i. Assess transport sector budget allocations with a focus on road safety, identifying gaps and comparing regional practices.
- ii. Analyze the roles and financial capacities of key institutions involved in road safety.
- iii. Provide actionable recommendations for policy, institutional, and funding reforms.

Key sources reviewed:

- Ministerial Policy Statements (FY 2021/22 to FY 2024/25)
- National Budget Framework Papers (FY 2021/22 to FY 2024/25)
- Ministerial Policy Statements (FY 2021/22 to FY 2024/25)
- National Budget Framework Papers (FY 2021/22 to FY 2024/25)
- National Development Plans (III & IV)
- National Road Safety Strategy
- Parliamentary Reports
- Research publications by scholars and international institutions like the World Bank, World Health Organization (WHO), Africa Development Bank among others.

The study uses the Haddon Matrix to analyze human, vehicle and environmental factors across three phases of a crash

Table 2: Domains of analysis

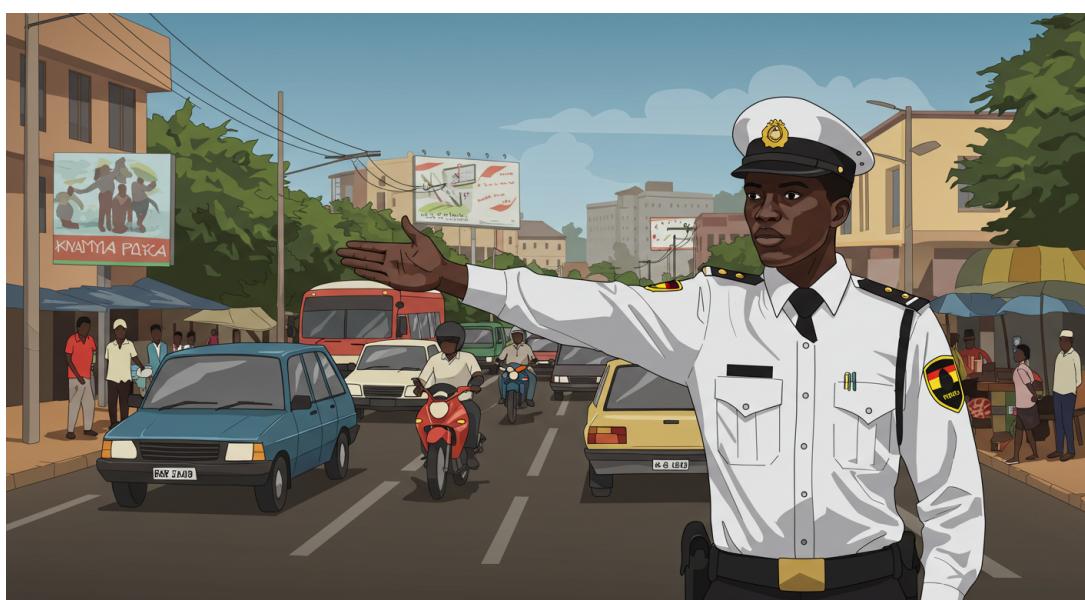


Table 2: Domains of analysis

Phase	Human Factors	Vehicle Factors	Environment Factors
Pre-crash <i>(Crash prevention)</i>	<i>Information;</i> <i>Attitudes;</i> <i>Impairment</i> <i>Police enforcement;</i>	<i>Roadworthiness;</i> <i>Lighting; Braking;</i> <i>Handling; Speed management</i>	<i>Road design; Road layout; Speed limits;</i> <i>Pedestrian facilities</i>
Crash <i>(Injury prevention during the crash)</i>	<i>Use of restraints;</i> <i>Impairment</i>	<i>Occupant restraints;</i> <i>Other safety devices;</i> <i>Crash-protective design</i>	<i>Forgiving roadside</i>
Post-crash <i>(Life sustaining)</i>	<i>First-aid skill</i> <i>Access to hospital;</i>	<i>Ease of access; Fire risk;</i>	<i>Rescue facilities;</i> <i>Congestion</i>



2.0 MAGNITUDE OF THE PROBLEM

Despite progress at global and continental levels, road safety remains a significant challenge across Africa, particularly due to limited investment in preventive interventions. The African continent registers one of the highest road traffic fatality rates globally estimated at 26.6 deaths per 100,000 population compared to 17.0 in South-East Asia and just 9.3 in Europe (WHO, 2023). The trends of road crashes in Africa are on the increase with close to 300,000 annual road deaths despite having the lowest level of motorization in the world³ (46.6 vehicles per 1000 persons in Africa compared to 510 vehicles per 1000 persons in Europe).

This trend is expected to continue with the expected rapid increase in road network expansion, motorisation and urbanisation unless African governments invest in effective interventions to improve road safety.

In Uganda, road crash fatalities rose by 25.9% from 2,597 to 3,503 between 2007 and 2016. In 2022, the Ministry of Works and Transport estimated that 10 people die daily in road traffic crashes- the highest level in East Africa. An analysis of Road Traffic Incidents (RTIs) from 2017–2024 is shown in table 3. In Cameroon, 16,583 road crashes and 1,500 deaths are recorded on average each year; and the risk of road death per 100,000 population is estimated by WHO at 27.6.

Table 3: Analysis of road crashes (2017–2024)

YEAR	FATALITIES	SERIOUS INJURIES
2017	3,500	10,420
2018	3,689	9,541
2019	3,880	9,635
2020	3,663	8,370
2021	4,159	12,589
2022	4,534	15,227
2023	4,806	16,736
2024	5,144	17,013

Source: Author's computations based on various annual Police Crimes Reports.

³ African Development Bank (2021). Road Safety Guidelines and Framework

The economic impact of these crashes is staggering. According to the World Health Organisation's (WHO) analysis for low and middle-income countries, if no action is taken, at a current GDP of UGX 202 trillion, Uganda will lose approximately UGX 10.1 trillion (\$2.66 billion) per annum in terms of loss of productivity, property damage, and medical and administrative costs. This is economically burdensome for a developing country like Uganda. This is higher than the East African average of USD 1.7 billion.

At the micro level, treating a road crash victim to recovery in Mulago National Referral Hospital which is one of the health facilities where victims are rushed (45–70 victims on a normal day) costs on average UGX 13.66 million and 90% of these costs are incurred by the GoU (Walekhwa & Mulolo, 2022), and thus exerting more pressure on the health care system. These are funds that could be used on other developmental ventures in communities. Therefore, there is a need for commitment to securing road safety to avoid these high economic burdens arising from road crashes.

A 2008 Study by Makerere University estimated the annual cost of deploying the four squads of traffic patrols (20 officers, four vehicles, equipment, administration) at \$72,000. According to Ssebagala et al (2014), the cost of treating a person with broken bones and limbs as a result of a motorcycle crash costs approximately UGX 7.98 million per person.

This trend is expected to continue with the expected rapid increase in road network expansion, motorisation and urbanisation unless African governments invest in effective interventions to improve road safety.

In Uganda, road crash fatalities rose by 25.9% from 2,597 to 3,503 between 2007 and 2016. In 2022, the Ministry of Works and Transport estimated that 10 people die daily in road traffic crashes- the highest level in East Africa. An analysis of Road Traffic Incidents (RTIs) from 2017–2024 is shown in table 3. In Cameroon, 16,583 road crashes and 1,500 deaths are recorded on average each year; and the risk of road death per 100,000 population is estimated by WHO at 27.6.

3.0 STATUS OF ROAD SAFETY LAWS AND REGULATIONS IN EAST AFRICA

This section provides a comparative analysis of road safety laws and regulations across selected East African Community (EAC) member states, with a focus on seven critical parameters: speed limits, drink-driving laws, seatbelt requirements, motorcycle helmet use, child restraints, mobile phone use while driving, and drug-driving legislation.

The review highlights variations in policy implementation and enforcement across countries, offering valuable insights into regional best practices and areas where Uganda can improve.

The findings are summarized in the table below:

Table 4: Analysis of road safety laws and regulations on selected parameters in EAC member states.

Country	Speed Limit (Urban)	Drink-Driving law	Seat-Belt Law	Motorcycle Helmet Law		Child Restraints	Mobilephone Use While Driving	National Drug-Driving Law
Uganda	30 km/h in high-density zones)/ 80km/h on highways	Sets BAC at 0.05 g/dl from 0.08g/dl	Mandatory seat belts	Mandatory for riders & passengers	Largely absent; no comprehensive regulation	Handheld phone use banned	Included within overall impaired-driving regulations.	
Tanzania	50 km/h (urban areas)	BAC 0.08 g/dl	Seat-belt law exists	Helmet law exists	Regulations exist	Ban on handheld mobile use exists	Statutory provisions exist but practical enforcement is variable	
Kenya	50 km/h (urban limit)	BAC 0.08 g/dl	Front-seat belts mandatory Rear-seat use recommended	Mandatory for riders & passengers	Child restraint regulation exists	Handheld mobile phone banned	Provisions for drug-impaired driving are included.	
Rwanda	Lower limits (30–40 km/h) in dense urban centers; elsewhere around 50 km/h	BAC 0.08 g/dl	Mandatory seat-belt use.	Helmet law is in force.	Policies are evolving	Strict ban on handheld mobile use while driving.	Comprehensive drug-driving provisions are in place and strictly enforced	
Burundi	Approximately 50 km/h	BAC ~0.08 g/dl	Seat-belt law exists	Helmet law exists	No comprehensive child	Regulations exist	Legislation exists	

3.1 ROAD SAFETY IN UGANDA'S PLANNING AND POLICY FRAMEWORKS

Uganda has made progress in embedding road safety into its national planning frameworks. The government has set measurable targets for reducing road traffic fatalities and improving emergency response capabilities through its Medium-Term Expenditure Framework (MTEF) and the National Budget Framework Paper (NBFP) as shown below:

Table 5: Medium Targets for Road safety

Programme Outcome Indicators	Performance Targets					
	Base year	Base line	2025/26	2026/27	2027/28	2028/29
Accident Severity Index	2023/24	18%	15%	12%	10%	8%
Total number of fatalities across transport modes	2023/24	4,424	4324	4200	4100	4000

Source: FY2025/26 National Budget Framework Paper.

Table 6: Road safety response indicators

Intermediate Outcome Indicators	Base Year	Baseline	2021/2	2022/2	2023/2	2024/2	2025/2
Road Accident Fatality Rate	2017/18	12	10	9.8	8.0	8.0	7.8
Average Time Taken to Respond to Emergencies (Minutes)	2017/18	22	20	18	15	12	10
Proportion of Required Emergency Response Services Established	2017/18	24%	34%	34%	40%	45%	60%

There also exist a number of Statutory Instruments to ensure adherence to road safety standards, reduce road carnage and make Uganda's roads very safe. These include:

- i. S.I. No. 31: The Traffic and Road Safety (Prohibited Drugs and Alcohol Limit) Regulations, 2023
- ii. S.I. No. 84: The Traffic and Road Safety (Registration Plates) (Amendments) (No.2 Regulations 2023).
- iii. S.I. No. 89: The Traffic and Road Safety (Speed of Motor Vehicles) (Temporary Maximum Speed Limit) (No.3) Order, 2023.
- iv. S.I. No. 91: The Traffic and Road Safety (Speed of Motor Vehicles) (Temporary Maximum Speed Limit) (No.9) Order, 2023.

Despite these legal and policy advances, implementation challenges persist due to limited financing, weak enforcement, and poor integration of road safety measures into broader infrastructure planning.

Key Challenges Identified:

- Inadequate budgetary allocations to road safety activities within the Ministry of Works and Transport and Uganda National Roads Authority (UNRA)
- Heavy dependence on development partners and ad hoc funding mechanisms.
- Fragmentation in road safety planning and financing.
- Under-resourced traffic policing units.
- Absence of a dedicated Road Safety Fund.

In FY 2023/24, Shs.26.231 billion was allocated for Transport Regulation⁴, leading to the development, approval and adoption/implementation of the following reforms:

- a. Dissemination of traffic and road safety regulations in Jinja, Iganga, Tororo, Malaba, Mbale, Soroti, Lira, Gulu, Omoro, Arua, Nebbi, Packwach, Mubende, Kabarole, Kasese, Bushenyi, Kabale, Ntungamo and Mbarara districts.
- b. Issuance of 172,823 Driving Licences.

⁴ Ministry of Finance, Planning and Economic Development (2024). Annual Budget Performance Report.

4.0 FINANCING FOR ROAD SAFETY IN UGANDA

This section provides a detailed analysis of the institutional and financial architecture surrounding road safety in Uganda. It identifies key government actors, their budgetary allocations, and potential entry points for enhancing road safety financing.

4.1 MINISTRY OF WORKS AND TRANSPORT

Historically, the Uganda Road Fund (URF) served as the apex institution for road safety financing in Uganda. According to the URF Act, 2008 (Section 21), the Fund was financed through fuel levies, transit fees, axle load fines, traffic and road safety fines, donations/grants and appropriations by Parliament. However, in 2024, the URF was abolished, and its responsibilities were transferred to the Ministry of Works and Transport (MoWT).

Table 7: Funding allocations and projections in the MTEF

Entity	FY2024/25 Approved Budget (UGX Bn)	Spent by End Sep (UGX Bn)	FY 2025/26 Proposed Budget (UGX Bn)	2026/27 (UGX Bn)	2027/28 (UGX Bn)	2028/29 (UGX Bn)	2029/30 (UGX Bn)
Uganda Road Fund (URF)	403.235	40.495	399.745	467.227	536.897	643.623	771.661

Source: FY 2025/26 National Budget Framework Paper

It should however be noted that the huge allocations go to road construction and maintenance and less than 4% is allocated to road safety. Since enactment, allocations to the road fund have been appropriated by parliament from the consolidated fund. The road license which is one of the proposed sources of revenue for the Fund was abolished in the Budget of FY 2007/08. The major source of revenue clearly identified at the moment is the fuel levy.

4.2 LOCAL GOVERNMENTS AND KAMPALA CAPITAL CITY AUTHORITY (KCCA)

Kampala Capital City Authority and Local Governments have a critical role to play in road safety. As shown in the table below, these entities receive financing from the consolidated fund to undertake road construction, maintenance and even road safety initiatives.

Table 8: Allocations and Projections to KCCA and LGs

Entity	FY2024/25 Approved Budget (UGX Bn)	Spent by End Sep (UGX Bn)	FY 2025/26 Proposed Budget (UGX Bn)	2026/27 (UGX Bn)	2027/28 (UGX Bn)	2028/29 (UGX Bn)	2029/30 (UGX Bn)
Kampala Capital City Authority (KCCA)	469.078	22.397	313.293	227.157	53.130	63.756	76.507
Local Governments	220.309	68.602	220.309	256.875	292.859	351.430	955.119

Source: FY 2025/26 National Budget Framework Paper

However, as is the case with funds appropriated under the Uganda Road Fund, KCCA and the Local Governments prioritize road construction and maintenance and little is allocated to road safety.

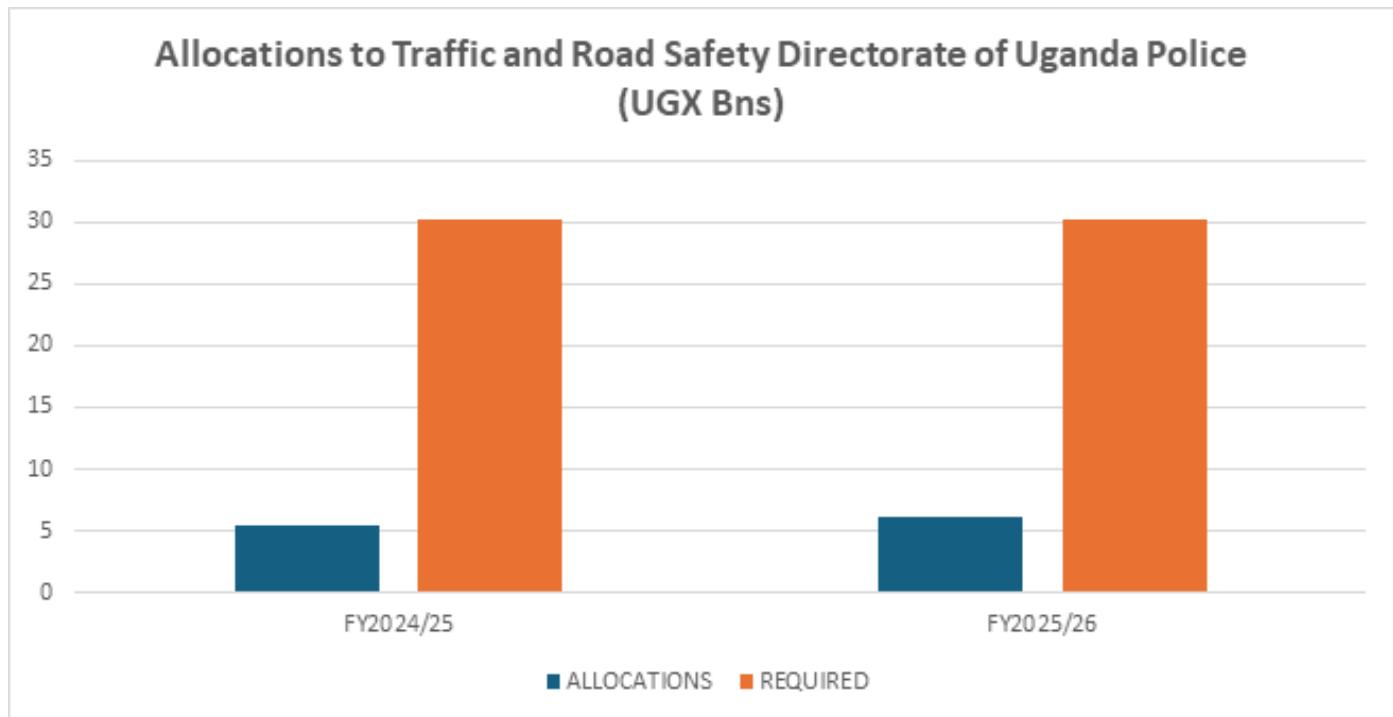
It is recommended that CSOs should step up advocacy to get Local Governments to appropriate locally generated revenues towards road safety. Annual targets of allocating at least 4.3% of Local Government Own Source Revenue (OSR) towards road safety would go a long way in improving enforcement of traffic rules and regulations as well as increasing road safety awareness and compliance.



4.3 UGANDA POLICE FORCE

The Directorate of Traffic and Road Safety received UGX 5.5 billion for FY 2024/25, an increase from UGX 4.86 in FY 2020/21.⁵ The Traffic and Road Safety component is among the least funded within the Uganda Police Force based on the medium term funding allocations in the MTEF for Sub Programme 02 of Emergency Response & Specialized policing within the Uganda Police Force as shown below:

Figure 1: Allocations to the Traffic and Road Safety Directorate of UPF



Source: Author's calculations from Parliament's Committee on Infrastructure reports.

To reduce the fatalities and effectively enforce road safety, UPF required additional traffic patrol vehicles and motorcycles at UGX 7.577 billion, the Installation of an IOV inspection lane and certification Centre at UGX 1 billion, and Procure 12 mobile inspection stations for IOV at UGX 21.6 billion in FY2025. In the FY 2025/26, the Ministry of Works and Transport intends to improve motor vehicle registration and other critical road safety components but has only been allocated UGX 10.06bn against a funding requirement of UGX 30.00bn leaving a funding gap of UGX 19.94bn (Parliament of Uganda, 2025).

The budget for the Emergency Medical Services Department is mainly used for recurrent expenditure. According to the FY2022/23 Ministerial Policy Statement (MPS), all the UGX 11.08 billion budgeted under the EMS Department was for recurrent expenditure leaving nothing for development. It should however be noted that the government is working to improve ambulance services through the Emergency Medical Services Policy approved in 2021.

Currently, ambulance coverage is only 54% of the country with only 278 Type D ambulances in operation across the country.⁶ The high prevalence of road accidents can sometimes overwhelm the already stretched health system. For instance, Naguru Hospital in FY 2020/21 received 5473 Trauma Cases and handled 9312 Emergency services alone.

5.0 KEY ROAD SAFETY FINANCING INSTITUTIONS AND PLATFORMS

In addition to government allocations, several regional and international financing institutions and platforms can be leveraged to support road safety interventions in Uganda. These actors offer technical assistance, seed financing, policy development support, and advocacy platforms that can complement national efforts.

The United Nations Road Safety Fund (UNRSF) is another financing institution for road safety. In 2023, the Fund was financed to a tune of USD 28 million and it can be leveraged to provide technical support and seed financing for road safety initiatives to;

- i) Regional Economic Commissions,
- ii) Government and
- iii) Civil Society Organizations engaged in road safety advocacy.

The African Development Bank (AfDB) is a big player in road safety in Africa. It should be noted that AfDB is one of the biggest financiers of road construction in Africa having financed 450 transport projects worth US\$ 30 billion in loans and grants which led to paving of 40,000 km main roads between 1967 and 2016.⁷ Recently, the AfDB approach has shifted from primarily focusing on road construction to integrating road safety and in 2020 approved and launched the Road Safety Framework and Guidelines to guide its work on promoting road safety. This presents a good entry point for governments and civil society to leverage financing for road safety.

The World Bank initially focused primarily on engineering aspects on a project-by-project basis but has radically evolved to encompass the much broader Safe Systems approach after the creation of the Global Road Safety Facility (GRSF) in 2006.⁸ Road safety actors should leverage the World Bank as it provides funding, knowledge, and technical assistance designed to leverage road safety investments in existing transport operations and scale-up the efforts of Lower and Middle Income Countries (LMICs) to build their scientific, technological and managerial capacities.

Charities and philanthropists like the Bloomberg Foundation, FIA Foundation and the Global Alliance of NGOs for Road Safety can be leveraged to secure financing for road safety interventions by government and civil society.

⁶<https://nilepost.co.ug/news/231917/health-experts-call-onmps-to-rebrand-unequipped-ambulances%C2%A0>

⁷AfDB (2021) ibid

⁸ GRSF is a global partnership programme with a dedicated Multi- donor Trust Fund (MDTF) for road safety to help address the growing crisis of road traffic deaths and injuries in low and middle-income countries (LMICs)

6.0 RECOMMENDATIONS



This section outlines targeted recommendations for both government and civil society stakeholders to strengthen road safety financing and implementation in Uganda. The proposals are drawn from the evidence presented in earlier sections and benchmarked against regional and international best practices.

6.1 Recommendations to Government

Invest in developing the required human resources: The fourth National Development Plan (NDPIV) indicates that the country has a labour shortage of 625 road safety engineers. To improve Uganda's road safety prospects, skilled planners and technicians are critical in line with the 4Ms of road safety (Man, Machine, Motorway and Money). According to the 2020–25 National Human Resource Development Plan, there is a shortage of 52 Traffic Planners and Analysts having risen from 42 in 2020 while the gap in traffic officers has risen to 1,160 in FY 2025/26 from 792 in 2020.

Improve Road Infrastructure and Urban Planning by;

i) Integrating road safety into the entire infrastructure development process from design/planning, construction, maintenance. For instance, the bulk of head on collisions is worsened by the narrowness of the highways while less than 50% of Ugandan roads have road signage

ii) Installing Traffic Calming and Pedestrian Facilities:

Invest in road design improvements including the installation of speed humps, rumble strips, clear signage, dedicated crosswalks, and well-maintained sidewalks to protect vulnerable road users; and

iii) Adopt the Safe System Approach to ensure that new and upgraded road projects adopt a "safe by design" philosophy integrating engineering measures that accommodate human error and reduce crash severity.

Revise the Medium Term Expenditure Framework projected allocations to the Traffic and Road Safety component within the Uganda Police Force. It should be noted that whereas Uganda Police Force has the FY2024/25 and 2025/26 indicated a funding need of UGX 30.2 billion, the MTEF only allocates UGX 5.3 billion in both the short and medium term up to FY2028/29. This has rendered inapplicable recommendations by the Budget Committee of Parliament to at least allocate UGX 26 billion towards road safety enforcement.

Table 9: Analysis of the MTEF, NBFP and actual budget allocations vs funding needs of the Uganda Police

	FY 2024/25	FY 2025/26
MTEF Allocations (UGX Bns)	5.01	5.01
NBFP Allocations (UGX Bns)	5.5	6.2
Required allocations (UGX Bns)	30.2	30.2

Source: Author's computations based on FY 2024/25 and 2025/26 NBFPs

To rectify this anomaly, there is a need to revise the MTEF projections upwards.

Pursue Public Private Partnerships in road safety. As the highways continue to revert to toll management under public private partnership arrangement, it is important that the private investors' roles extend to road safety. This can be implemented by including road safety targets as part of the concession annual performance targets. Incentives for road safety should be designed for the private operators. For example, a clause for renewal of concession tenure could include a requirement for achieving road safety targets while allowing the private operator to increase tariffs within agreed limits upon achieving annual performance road safety targets. Such targets may include construction of sidewalks for passengers, investment in lighting infrastructure, and warning signs.

Ensure adherence to Public Finance Management principles and Fund Ring-Fencing

- i) It is well known that Non Tax Revenues (NTR) like the Express Penalty System (EPS) form the bulk of funds for the Traffic and Road Safety Directorate while the Uganda Road Fund, as envisaged in section 21 of the URF Act, used to rely fuel levies, transit fees, road license, axle load fines, tolls, and traffic and road safety fines. However, research shows that these monies are first sent to the Consolidated Fund and most times used to meet other fiscal requirements, not their purpose which is improving road safety in Uganda. With limited investment by the government and a tight resource envelope, there is a need to ensure that these NTRs are repurposed to road safety interventions.
- ii) Additionally, Uganda Revenue Authority (URA) could facilitate road safety financing by channeling part of revenues from fuel levies, vehicle licensing, and traffic fines to dedicated safety interventions.



Build Local Governments Capacity:

- i) Train municipal authorities on road safety budgeting and fund management.
- ii) Encourage local governments to allocate a minimum percentage of Own Source Revenue (OSR) to road safety enforcement and awareness campaigns.

6.2 TO CEPA And other Civil Society Organizations

Amplify advocacy for legislative reforms that provide for;

- i. Development of clear guidelines for effective utilization of allocated resources for road safety;
- ii. Inclusion of road safety budgets and funds on all infrastructure projects and

Leverage Corporate Social Responsibility (CSR) to improve road safety. This report acknowledges that the government of Uganda remains constrained in providing the necessary road safety infrastructure, the study argues that such a challenge can be reduced by exploring calls for corporate social responsibility actions for the general public to contribute towards acquiring such road furniture in form of waiting sheds, zebra crossing, drainage channels. Road furniture can enable road users to stay in their lanes at all times, hence reducing their vulnerability to accidents.

Mobilize Public Support and Grassroots Action: Promote community involvement and civic awareness through:

- i) Public education campaigns
- ii) Grassroots enforcement monitoring
- iii) Partnerships with schools and community groups

7.0 CONCLUSION



Road safety is a vital public good and an essential component of Uganda's development and public health agenda. However, the current underfunding and fragmented approach to road safety financing undermine the country's ability to reduce traffic fatalities and enhance mobility.

This report has demonstrated the economic, social, and health costs of road crashes in Uganda, highlighted the institutional and budgetary gaps, and provided evidence-based recommendations to strengthen road safety financing and implementation.

Bridging Uganda's road safety financing gap requires a multi-pronged approach, including:

- Institutional reforms,
- Dedicated and ring-fenced funding streams,
- Stronger accountability and policy coherence,
- Strategic public-private partnerships,
- Active civil society participation.

By strengthening the role of road safety financing institutions and aligning investments with national development plans and global safety targets, Uganda can significantly reduce traffic fatalities and promote inclusive, safe, and sustainable transportation systems.

Ultimately, a robust and well-financed road safety ecosystem will not only save lives but also contribute to Uganda's progress toward achieving Sustainable Development Goal (SDG) 3.6 of halving the number of global deaths and injuries from road traffic accidents.

REFERENCES.

- Albalate, D., & Bel-Piñana, P. (2019). The effects of public private partnerships on road safety outcomes. *Accident Analysis & Prevention*, 128(1), 53–64.
- Anjuman, T., Hasanat-E-Rabbi, S., Siddiqui, C. K. A., & Hoque, M. M. (2020, December). Road traffic accident: A leading cause of the global burden of public health injuries and fatalities. In Proc. Int. Conf. Mech. Eng. Dhaka Bangladesh, 1(1), 29–31.
- Ministry of Finance, Planning and Economic Development (2021). The Annual Budget Performance Report.
- Ministry of Works and Transport (2021). The National Road Safety Action Plan 2021/22-2025\26
- Ministry of Works and Transport (2022). Statement to Parliament on the Status of Road Safety in Uganda.
- Ministry of Finance, Planning and Economic Development (2021). FY 2020/21 Annual Budget Performance Report
- National Planning Authority (2025): The Fourth National Development Plan 2025/26-2029/30.
- National Planning Authority (2020). The National Human Resource Development Plan 2020/21-2025/26.
- Nuwagaba, I. (2019). An assessment of public private partnerships in the road sector: a case of Uganda National Roads Authority (Doctoral dissertation, North-West University, Vanderbijlpark Campus).
- Obiri-Yeboah, A. A., Amoah, A. S., & Gbeckor-Kove, M. S. (2020). Analysis of congestion on Some Road Link Sections Using Roadside Friction In Congestion Index in Kumasi. *International Journal for Traffic and Transport Engineering*, 10(1), 31 – 40
- Uganda Police Force (2025). The Annual Crime Report 2024.
- World Health Organisation. (2018). Global Status Report on Road Safety.
- World Health Organization (2023). Global Status Report on Road Safety. Accessed from <https://www.who.int/teams/social-determinants-of-health/safety-and-mobility/global-status-report-on-road-safety-2023>



Member
of



Address

Plot 3 Ssunna close, Ntinda, Kampala, Uganda
+256 392 228 160 info@cepa.or.ug

<https://cepa.or.ug>