



TOWARDS RECOVERY AND REFORM

Mitigating the Impact of COVID-19 on the Public Transport
Sector in the Greater Kampala Metropolitan Area

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in the Greater Kampala Metropolitan Area

A Rapid Survey undertaken by



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FOREWORD

All over the world the pandemic has revealed the fault lines of societies. COVID-19 might hit ministers, members of parliament and medical workers alike, but the real burden of the virus and the measures to stop its spread is being carried unequally along traditional dividing lines of class, race and gender. We are learning on so many levels how this pandemic is exposing the frailties and inequalities of our societies.

African governments, in particular, have been torn by the dilemma between imposing lockdowns and safe guarding livelihoods. With more than 85 % of the continent's working population in the informal economy the closing of economic spaces hits hardest in urban conglomerations where the new rules for social distancing directly lead to unemployment and the cutting of lifelines. In most cases African governments lack the financial means and organisational capacities to compensate informal workers for lost incomes and overdue rent or loan payments.

In Uganda the public transport sector – together with tourism - has been suffering most under the lockdown, which started in mid-March. Running a precarious business at the best of times boda boda drivers, taxi operators and the many auxiliary workers plying their various trades at taxi parks and along the routes in the Kampala Metropolitan Area were in total shock when President Museveni ordered the suspension of public transport on March 18th, 2020. Still, at the beginning a large majority of them supported the lockdown measures.

Given the threat to this crucial sector of the economy and the livelihoods of people working in it, the Friedrich-Ebert-Stiftung (FES), Uganda Office and its long-standing partner, the Amalgamated Transport and General Workers Union (ATGWU), commissioned this Rapid Survey Report about the impact of the lockdown.

The questions being asked to the sample of over 1200 transport workers were intended to describe the vulnerabilities of the sector and to gather suggestions for mitigating measures helping the informally employed. The results give a fascinating insight into the inner workings of a highly complex and extremely informal sector creating crucial employment opportunities for a few hundred-thousand urban citizens in Greater Kampala Metropolitan Area.

Yet the information gathered about the micro-economy of public transport does not only provide suggestions for short-term mitigation. It also points the way for more long-term and structural reforms of the public transport system in Kampala. The findings are, thus, as important for trade unions and many professional organisations representing informal workers as they are for government authorities trying to use the lockdown and its aftermath for the imposition of new regulations.

The general vulnerabilities in the public transport sector, the complexity of its myriad organisations, its crucial contribution to the urban economy, as revealed by our findings, all these factors lead to the conclusion that any reform will have to be instituted from the bottom-up with the participation informal workers - if it is not to fail as so many attempts have done so before.

Our particular thanks go to Francis Kibirige and Hatchile Consult Limited who organised the sample and implemented this ambitious survey under the very adverse conditions of the lockdown which at the same time was the subject under study.

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ABBREVIATIONS

ATGWU	Amalgamated Transport and General Workers Union
BRT	Rapid Bus Transport
CAPI	Computer Assisted Personal Interviewing
COVID-19	Corona Virus Disease
EAs	Enumeration Areas
FES (U)	The Friedrich-Ebert-Stiftung (FES) Uganda Office
KAMBE	Kampala Metropolitan Boda Boda Entrepreneurs
KCCA	Kampala City Council Authority
GKMA	Greater Kampala Metropolitan Area
KOTSA	Kampala Operational Taxi Stages Association
MDI	Micro Deposit-taking Institution
MFI	Microfinance Institutions
MoWT	Ministry Of Works and Transport
NMT	Non-motorized Transport
SACCOs	Savings and Credit Cooperatives Organizations
STG	Survey To Go electronic data capture software
UBOS	Uganda Bureau of Statistics
UTRADA	Uganda Transport Development Agency
WHO	World Health Organisation

1.0 BACKGROUND

The outbreak of the corona virus disease has been quick and disruptive, slowing the global economy to a near standstill and exposing pre-existing socio-economic vulnerabilities, especially among low-income earners. The reported disproportionate impacts among the poorer communities in developed and developing countries¹ could become its salient hallmark.

Across the globe, the corona virus disease has disrupted life as we knew it and introduced a new normal that might stay with us for the foreseeable future. Due to a rapid escalation in new infections across many countries outside of China, coupled by little or no action on the part of many governments, the WHO upgraded its characterization of corona virus disease to a pandemic² and recommended a raft of containment measures with social distancing and hand hygiene at the centre of the global response³. By March 26, 2020, the World Economic Forum reported that an estimated three billion people around the world were under some sort of government-enforced orders⁴ to implement social distancing, ranging from suspension of public gatherings and non-essential travel to mandatory quarantine, confinement or total/partial lockdown. Whereas these containment measures have high efficacy in containing the corona virus disease, they have the opposite effect on the economy, especially in the informal economy.

Uganda has been no exception. Starting March 18th, 2020, the government began implementing measures to contain the spread of the virus. These included a total lockdown of schools and institutions of higher learning, suspension of public and private transport, religious centres and open markets as well as closure of all national borders. In addition, the government also ordered a night curfew to safeguard public safety and security and enforced the suspension of public gatherings, among other measures. Consequently, with the exception of trade in essential goods and services, Uganda has effectively been on lockdown for now 70 days. Public transport is set to re-open on June 4th albeit with new COVID-19 standard operating procedures to especially ensure social distancing and hand hygiene (see Annex 4).

The COVID-19 containment measures have created new uncertainties for individuals and businesses alike. Now that the lockdown is being gradually relaxed, many businesses, especially in the informal economy, are faced with new and urgent requirements to comply with COVID-19 containment guidelines. Many of these new guidelines mean additional expenses, to ensure social distancing and hand hygiene in the workplace. In the informal economy, these requirements eat into the small earnings, further fuelling concerns especially as it is not yet clear when the guidelines will ever be lifted. In addition, the new guidelines issued by Kampala City Council Authority (KCCA) on the reopening of public transport in the city show that besides complying with COVID-19 guidelines, those engaged in the city's public transport sector will have to comply with additional measures meant to further organize, streamline and regulate the sector. These new measures, albeit necessary, could have come too early and too quick for the sector, further adding to uncertainty. Needless to say, business disruptions due to corona virus disease have resulted in additional concerns over income loss, job loss, bankruptcies or closures, among others.

1 The UN High Commissioner for Human Rights reported that "Responses to COVID-19 are failing people in poverty worldwide", <https://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=25815&LangID=E>

2 On 11 March 2020, WHO upgraded its COVID-19 characterization to a pandemic after thousands of new cases were confirmed outside of China <https://www.who.int/emergencies/diseases/novel-coronavirus-2019/events-as-they-happen>

3 WHO public health advice on how to stay safe is available at <https://www.who.int/emergencies/diseases/novel-coronavirus-2019/advice-for-public>

4 World Economic Forum COVID-19 analysis at <https://www.weforum.org/agenda/2020/03/todays-coronavirus-updates/>

These challenges require immediate attention and intervention. Unfortunately, the rapid spread of COVID-19 found most governments inadequately prepared. The government of Uganda is yet to announce a consolidated business stimulus⁵, but has in the interim spent in excess of Shs 933 billion in supplementary budget and donor funding⁶ to support security, health and disaster preparedness efforts including providing food relief, readying the health sector and rolling out public communication on COVID-19.

Government has been late in putting forth practical measures to mitigate the full effects of the lockdown on the economy and the impacted livelihoods. Given this apparent slowness to act and the relatively high poverty rate in Uganda⁷ (UBOS, 2019, p.31), the harsh reality is that there is a certain likelihood of increasing vulnerability, especially in the informal economy. The livelihood support mechanisms of many poor families are bound to fail much sooner than later – in terms of access to daily essentials such as food, medical care, water, and even social capital.

It is also important to note that Uganda's economy relies a lot on informal employment, and that many citizens in the working age bracket between 14 and 64 years are employed in the informal economy. The latest 2011 census of business establishments in Uganda shows that 93% of all businesses established in the country are informal (UBOS, 2011, p.146). In addition, a recent 2015 urban labour force survey conducted in Kampala and the surrounding areas of Mukono and Wakiso shows that up to 87% of the total employment in the Greater Kampala Metropolitan Area is in the informal economy (UBOS, 2016, p. 5).

1.1 Emerging issues in the organization, regulation and modernization of the GKMA transport sector

We have seen that corona virus disease has the potential to exploit vulnerabilities especially in the informal economy, that Uganda's economy relies heavily on informal employment and that the majority of all employment in the Greater Kampala Metropolitan Area is in the informal economy. We now look at emerging issues in the Greater Kampala Metropolitan Area that equally have the potential to further increase vulnerability for businesses in public transport sector.

The Greater Kampala Metropolitan Area transport sector is characterized by a long history of stakeholder aspirations for better organization, regulation and development. A tripartite of stakeholders, including KCCA the regulator/ administrator, public transporters and commuters, all have vested interests in a modern, efficient and viable transport system in the metropolitan. Over the years however, these common aspirations have not been without contention. While the regulator has had internal divisions within its elected and technical wings, public transporters have had their fair share of strife, in-fighting and intrigue within the membership associations.

On the other hand, commuters have for long been left to watch as the informal transport economy grew, further affecting the quality of services. The 15-year national transportation master plan of 2008-2023

5 Although many stakeholders urge government to consider an economic stimulus package to SMEs, government is yet to mobilize a targeted package. See article <https://www.independent.co.ug/expect-no-direct-financial-stimulus-kasaija/>

6 In April 2020, Parliament approved two supplementary budgets to support COVID-19 efforts. <https://www.parliament.go.ug/news/4596/parliament-boosts-covid-19-battle-shs-284-billion-supplementary-budget> Donor contributions included US 491.5 million IMF emergency assistance under the Rapid Credit Facility. The European Union provided Uganda shillings 120 billion for health emergency and longer term socio-economic impacts,

7 UBOS reports that Uganda poverty rate is 21.4 percent, varying by region from 9.9 percent in Buganda to 60.2 in Karamoja.

notes that the overall quality of public transport services in Uganda is not high, citing overcrowding, high accident rates, and congestion in Greater Kampala Metropolitan Area, among other factors (MoWT, 2009, p.33).

A 2017 World Bank report shows that Greater Kampala is central to Uganda's Vision 2040 plans, accounting for 10% of Uganda's population and 46% of all formal employment in the country. In addition, the World Bank analysis noted that the number of vehicles in the Greater Kampala Metropolitan Area is increasing faster than infrastructure development can cope, and cautioned that a complete and sudden phasing out of commuter taxis in efforts to reduce road congestion is not feasible, but instead, improved transport infrastructure can decrease the cost of motorized transport and spur business growth (World Bank, 2017, p.40, 42).

The 2014/15 – 2018/19 KCCA strategic plan for the transport sector (KCCA, 2015, p. 42 - 54) seeks to transform transport in the city, focusing on reducing the number of small capacity passenger vehicles, in favour of mass public transport infrastructure including:

1. Introducing the Kampala Bus Rapid Transport (BRT) system,
2. Promoting Non-Motorized Transport (NMT) within the city,
3. Introducing Kampala City Bus system,
4. Constructing flyover projects at key road junctions, and
5. Piloting the Kampala Cable Car system and Light-Rail Train services, among other interventions.

Efforts are being made to figure out how these developments can be funded and operationalized, especially how best to incorporate those currently engaged in public transport.

Estimates for the number of vehicles, both commuter taxis and boda bodas, deployed in public transport in the Greater Kampala Metropolitan Area transport sector is hard to come by, especially as efforts to official registration have been resisted, slow and intermittent. Available estimates however indicate that by 2008, more than one-half of all vehicles registered in Uganda were operated in the Greater Kampala Metropolitan Area, based on a 2008 national register of 49,235 mini buses and 236,452 motorcycles (MoWT, 2010, p.43). Estimates further indicate that in the same year, the number of mini bus registrations grew at 24.7% per annum while the number of motorcycle registrations grew by 34.0% per annum. The majority of these mini buses and motorcycles are deployed in the Greater Kampala Metropolitan Area transport sector.

However, there is great disparity when it comes to official registration with Uganda Transport Licensing Board. Records show that by 2017 the number of Public Service Vehicle (PSV) operator licenses issued by Uganda Transport Licensing Board (TLB) had grown to only 17,325 (up from 11,119 in 2016). The number of boda bodas registered with TLB had reached 1,021, from 523 in 2016 (UBOS, 208, p.110).

The MoWT estimate of one-half of all vehicles registered in the country puts the number of commuter taxis and boda bodas in the GKMA to 24,618 and 118,226 respectively⁸. However, other estimates for 2008 put the number of registered commuter taxis in the city at 60,000, with about 12,000 – 18,000 of these registered with UTODA (Kamuhanda et al, 2009, p.16). A recent 2018 news article reported that KCCA directorate of revenue collection has about 14,000 taxis operating within its jurisdiction, while the number of boda bodas is estimated at about 100,000. Other estimates put the number of commuter taxis operating in KCCA jurisdiction to 20,000 (Ngwomoya, 2018; Ngwomoya, 2019).

⁸ Estimates taken as one-half of all vehicle registrations in 2008, i.e. $(49,235 * 0.5)$ for commuter taxis and $(236,452 * 0.5)$ for boda bodas.

1.2 Motivation for the study

Although Kampala's informal economy may not attract the same COVID-19 attention as the formal economy, disruption in the informal industries are bound to affect a clear majority of Ugandan citizens and businesses.

Thus, food relief alone is not enough. Observers maintain that government relief food delivery has come too slow, too late and too thin, as many more citizens across the country now need food and other relief assistance. In addition, food relief distributed to an estimated 1,800,000 beneficiary households in April 2020 has now since been used up, and new food relief is planned in the coming months⁹. Further, even with government's muted proposal to financial institutions and property owners to reschedule loan and rental repayments respectively, many are bound to default, face evictions or lose collateral due to the inability of informal businesses to quickly recover in time to service the rescheduled payments.

There is need for a more sustainable and holistic mitigation plan to provide an efficient safety net especially for those running small businesses and working in the informal economy

It is in this regard that the Friedrich-Ebert-Stiftung (FES) Uganda Office, a non-profit German foundation committed to the advancement of both socio-political and economic development in Uganda, together with its partners, commissioned a rapid-response telephone survey on how the COVID-19 pandemic has disrupted the transport sector in the Greater Kampala Metropolitan Area (GKMA). Transport, together with Kampala's other suspended services, including bars, entertainment centres, food eateries, salons and garages, make up the categories targeted by the government food relief.

1.3 Purpose of the survey

The purpose of the survey was to establish the extent of vulnerability of the public transport sector to COVID-19 disruptions, and provide evidence of the most suitable socio-economic mitigation responses for the sector. Specifically, the survey set out to answer to the following questions:

1. What is the extent of vulnerability of the GKMA transport sector to COVID-19 like crises?
2. What could be the most suitable mitigation to such shocks?

We hope that results of this survey will provide a basis to promote and advocate more sustainable interventions towards the GKMA transport sector. The report first presents findings and analysis of how the sector is structured and how this makes the sector vulnerable to disruptions such as caused by COVID-19. We then present the findings concerning how the sector is coping with COVID-19 as well as findings on suggested mitigations.

9 In his 15th COVID-19 national address, H.E President Museveni reported that food distribution in Kampala Metropolitan Area reached 1,800,000 people, and that further distribution is planned in the same area. <https://www.facebook.com/PresidentYoweriKagutaMuseveni/videos/733367727402392/>

2.0 FINDINGS

2.1 Structure and nature of the sector and its vulnerability to shocks such as COVID-19

This study undertook an extensive review of available literature as well as quantitative interviews with randomly selected drivers, riders, crew-members, stage managers and owners of taxi minibuses, boda boda motorcycles, trucks and “special hire” taxis with whom the survey completed 1 232 interviews. (See Annex 1 for a more detailed survey methodology).

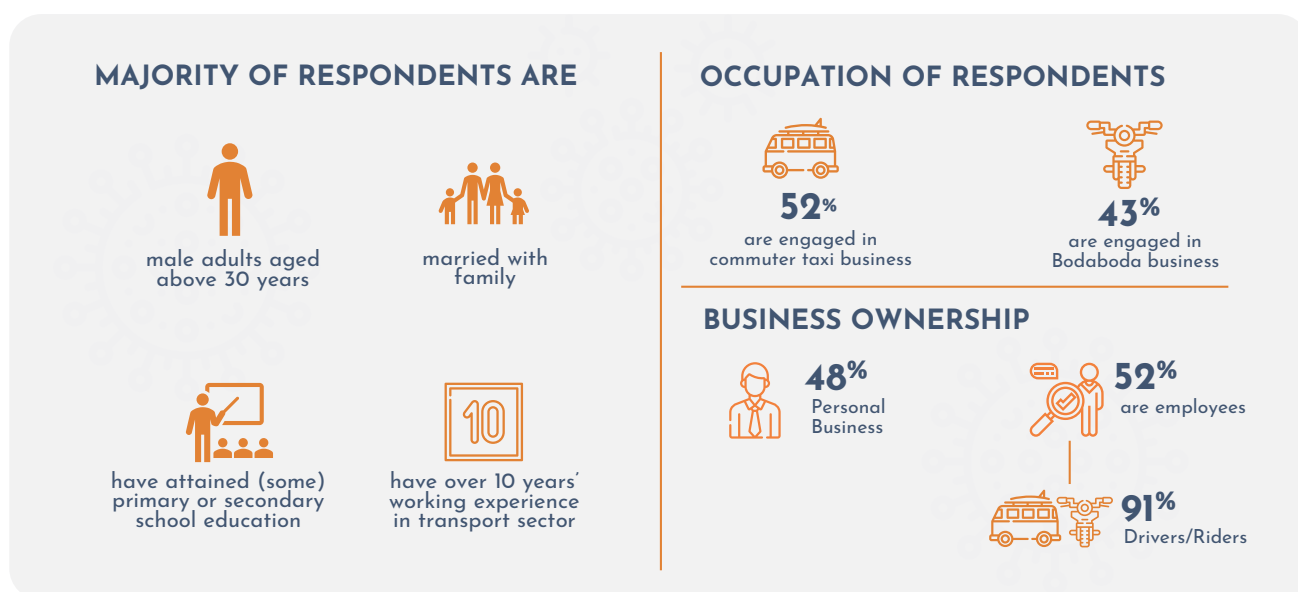
Survey data show that by way of distribution of persons involved in transport, a majority (99.9%) are male and married (97%) while nearly one-third (59%) have attained (some or full) secondary school education (31% have some of full primary education). We note that although a significant number of women are employed in Kampala’s transport sector mainly as service providers, crew-members or owners¹⁰, circumstances at the time of fielding the survey did not allow for the sample to cover all those employed in the sector due to the lockdown. As a result, only one woman, a boda boda rider, was randomly selected in the sample. Thus, many other women and men who provide food refreshments, sell spare parts, or make vehicle repairs and cleaning services were not included in the sample as their points of service were on lockdown.

Data further show that 8 in 10 respondents (77%) have worked in the transport sector for ten or more years. Those involved in commuter taxi transport appear to have stayed longer on the job than those in boda boda or special hire business. Data show that 9 in 10 respondents (91%) involved in commuter taxi business have worked for 10 years or more in the sector compared to 62% for those engaged in boda boda, or 58% for those engaged special hire taxis.

The survey finds that nearly one-half of survey respondents (48%) own the public transport venture in which they are engaged, while a little over one-half (52%) work for someone else, with 91% of those employed working as drivers or riders (see Figure 1 below). As would be expected, data shows that more boda boda riders (63%) personally own the business engaged in than taxi commuter drivers (36%).

¹⁰ Majority of women in the sector are engaged in supplying meals, spare parts and a few are drivers, riders, crew-members and or owners.

FIGURE 1. DEMOGRAPHIC AND STRUCTURAL CHARACTERISTICS OF SECTOR OPERATORS



Available literature shows that the Greater Kampala Metropolitan Area public transport sector is one of the vital sectors of Kampala district's economy. The 2014 National Population and Housing census indicates that the de jure population of Kampala is over 1,500,000 people (UBOS, 2016, p.20) while the transient population is estimated at between 2,500,000 and 3,000,000 people (KCCA, 2015, p.40, 81). Thus, the GKMA transport sector is responsible for moving the bulk of Kampala's estimated 2.5 million transient population, providing over 600,000 jobs¹¹ and contributing about 4.5 trillion shillings annually to the district economy¹².

However, the survey finds that the sector's nature of business makes it highly vulnerable to crises that cause short-term and sustained disruptions to its daily business routines.

This vulnerability is majorly due to the following sector specific characteristics.

2.11 The high Informal nature of the sector business

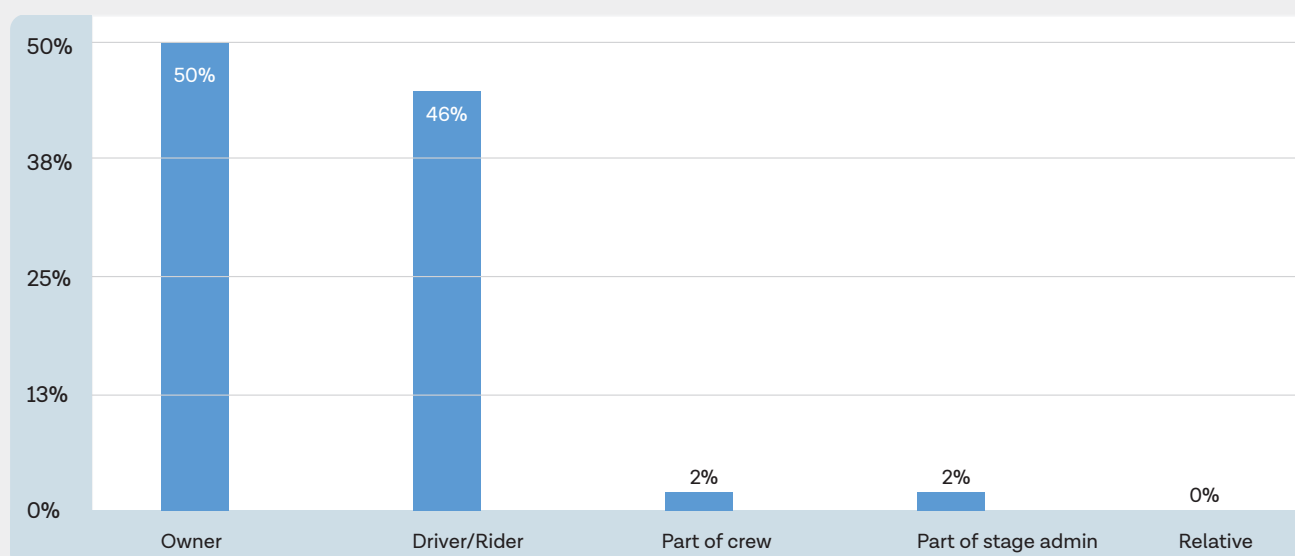
Greater Kampala Metropolitan's public transport sector is highly informal. It is majorly characterised by individual players engaged in commuter /minibus taxi, boda boda, or "special hire" taxi business ventures.

Figure 1 below, shows that one-half of the survey respondents (50%) are individuals running personal transport business while a little under one-half (46%) are employed as a driver/rider working for another person, often without a formal contract.

¹¹ In addition to drivers/riders/conductors, this number also include stage callers/touts, loaders, guides, turn-boys, mechanics, among others who also directly earn their living from the sector.

¹² Computed based on reported average daily incomes by survey respondents, number of days per week worked and estimated number of commuter taxis and boda boda cyclists operating in the Kampala metropolitan area.

FIGURE 2. GKMA PUBLIC TRANSPORT SECTOR OWNERSHIP AND EMPLOYMENT DISTRIBUTION



The pattern of employment relationships means that the sector lacks the usual safety nets provided for in formal businesses such as having regular fixed salary, unified voice for industrial action, social security for retirement benefits or the joint potential to mobilize resources to modernize or diversify. This makes the sector highly vulnerable to disruptions such as occasioned by COVID-19, as daily income inflows become unavailable.

Indeed, when survey respondents were asked during the second week of April 2020 about the likely impact of the lockdown on their business and livelihoods, well over one-third (38%) feared loss of income, 17% feared job loss, 29% feared family distress, while 13% feared incurring losses due to defaulting on loan repayments. In a follow up question, when asked what the likely impact would be if the lockdown were to be extended beyond the initial 14 days¹³ nearly one-half (48%) said the extension would lead to loss of income, job loss (20%) and family distress (19%).

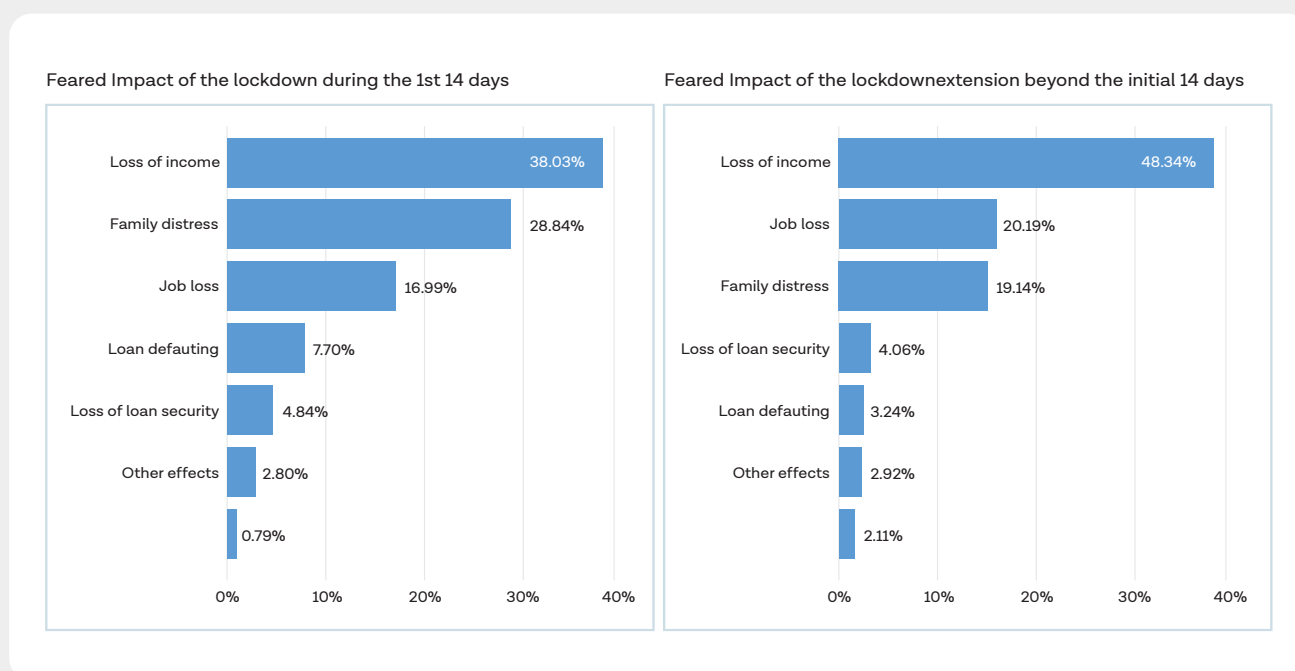
It is important to note that these worries are bound to happen, most especially given that the re-opening of public transport is conditional on commuter taxis and buses carrying only 50% of their rated capacity. Boda bodas will in the interim only be permitted to carry cargo until further notice. In addition, the standard operating procedures issued for the resumption of public transport place additional administration duties on the transporter. As an example, passengers are supposed to line-up 2 meters apart as they wait to board a vehicle, but stage touts, those employed to call and signal to potential passengers, will remain suspended until further notice. The transporter must carry $\frac{1}{2}$ of the vehicle's rated capacity, and all passengers and crew must wear approved face masks at all times. The conductor is the designated person to ensure that all passengers hand-sanitize before boarding, as well as being the only person allowed to open and close the door for passengers to embark or disembark.

It is feared that these additional measures will drive transport fares up, but also, with the curfew still in effect between 7:00pm and 6.30am, could result in few services for upcountry travel.

Further analysis shows that there is no difference in the fearsome impact of the lockdown across transport sector (boda boda, commuter taxi or special hire categories), across size of membership, or ownership (see figure 3 below).

¹³ The lockdown was eventually extended thrice by 21, 14, and 21 days respectively to end on June 4th 2020 for commuter taxis, and until further notice for boda bodas.

FIGURE 3. FEARED IMPACT ON THE BUSINESS AND LIVELIHOODS



2.12 Low earnings, High operational costs and Low or No savings

By way of a quick summary, survey data shows a typical commuter taxi or boda boda operator in Greater Kampala Metropolitan Area briefly profiled as in Table 1 below.

TABLE 1. PROFILE OF A TYPICAL COMMUTER TAXI AND BODA BODA OPERATOR IN GKMA

	TAXI	BODA BODA
Male	✓	✓
Aged	39+ yrs.	32+ yrs.
Likely to be an employee than owner of the business	64%	37%
Has dependants(i.e. married or cohabiting)	97%	92%
Works at least 6 days a week	✓	✓
Works over 10 hours per day	✓	✓
Collects on average UGX in fares per day	149,000/-	38,000/-
Spends on average UGX in operational costs	98,300/- (66%)	19,500/- (51%)
Takes home on average UGX after operational costs	52,000/-	18,800/-
He is operating a loan used to finance the business (owners)	36%	57%

Perhaps most notable from Table 1 is that the sector is characterised by low income earnings, high operational costs and low or no savings.

Experience shows that a typical commuter taxi driver or boda boda rider works 6 -7 seven days a week, is married or co-habiting often with dependants, and works for long hours a day (often in excess of 10 hours)¹⁴. This survey shows that such a driver collects a daily average earning of Uganda shillings 149,000/- in fares for taxis or Uganda shillings 38,000/- in fares for boda boda riders. On average, the operational costs are about 50% of the daily earnings for both commuter taxis and boda boda, paid in lieu of owner's fees, fuel, conductor wages, relief driver/relief conductor wages, loading/stage fees, police fines/bribes, parking fees, meals, airtime, vehicle repair, service or washing costs, among other costs.

As for take home earnings, this survey shows that the average daily take home for boda boda is Uganda shillings 18,800/- (equivalent of 34% of boda boda daily earnings) and for commuter taxis, Uganda shillings 52,000/- (equivalent to 50% of commuter taxi daily earnings). This daily take home translates into average monthly earning of Uganda shillings 451,200/- for boda boda or Uganda shillings 1,248,000/- for commuter taxi. It is this monthly estimate that contributes to the non-daily expenses such as motor vehicle insurance, membership subscriptions and loan repayments.

On the surface of things and per Ugandan informal employment standards, this looks like a reasonable income. However, this survey results indicate that the income is quite unstable and quickly evaporates upon any minimal disruptions. This volatility is majorly due to the following reasons:

2.13 Daily rather than a monthly income receivable

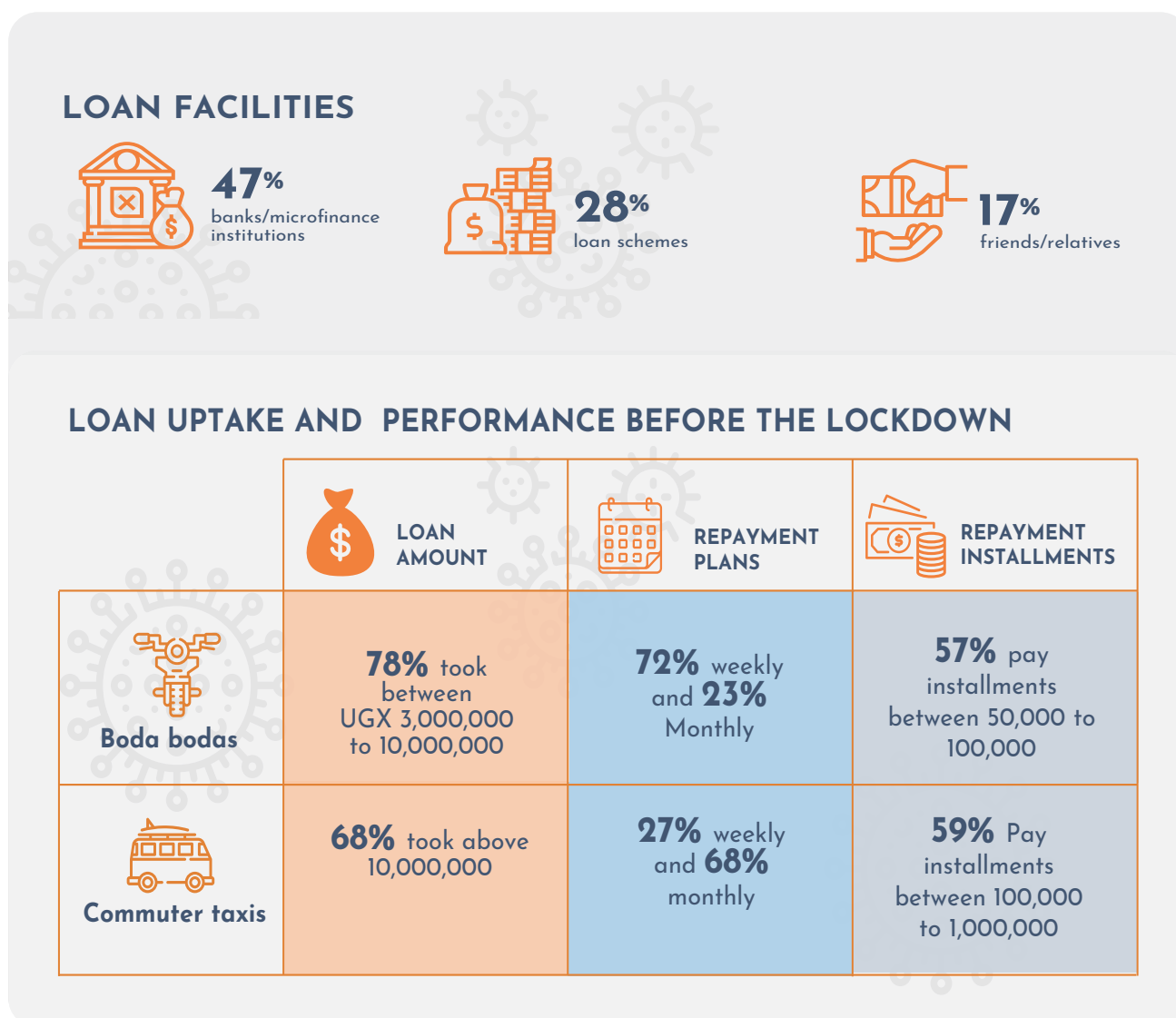
Daily income earners are less likely to save up their earnings than monthly income earners. This often is because daily incomes tend to breed a false sense of financial security, due to its shorter cash inflow periods. In addition, where daily earnings closely match daily expenses, the propensity to save is highly impacted. Our survey results appear to support this assertion and further point to vulnerability within the sector. It is evident that many taxi and boda boda operators are heavily reliant on this daily income since many are seen working all week and for long hours to try make ends meet.

Given the informal setting of the sector, it is expected that a majority of those employed in the sector run quite significant domestic bills and business service expenses that leave very little of their daily earnings for savings. With mounting family expenses on food, shelter, education, health, communication and others, most of the daily income is equally consumed on sustenance, let alone loan facilities and other emergencies.

Our survey also found that nearly one-half of respondents who personally own the transport business, (49%) took out capital loans to finance the business. Of those engaged in boda boda business that took a capital loan, nearly one-half (45%) took between UGX 3,000,000 and 6,000,000, while a further one-third (33%) took between UGX 6,000,000 and 10,000,000. For those engaged in taxi business that took out a capital loan, the majority (68%) took above 10,000,000 while 17% took between UGX 6,000,000 and 10,000,000. Most loan facilities (40%) were taken during 2019 (only 7% taken in 2020), with nearly one-half (47%) of the loans provided by either banks, microfinance institutions or SACCOs, but others were provided by loan schemes (28%) or friends/relatives (17%). This breakdown is summarized in Figure 4 below.

¹⁴ Although the survey did not ask about number of days worked or length of hours worked in a day, we rely on observations that it is common to spot taxi drivers and boda boda riders working night shift and during public holidays

FIGURE 4. LOANS: PROVIDERS, AMOUNTS, REPAYMENT PLANS AND INSTALMENTS



This otherwise necessary dependence on capital loans further exacerbates vulnerability, especially when the daily incomes are tied to sizeable loan repayments. Data show that loan repayments are mostly due weekly (72% for boda bodas, 27% for commuter taxis) or monthly (23% for boda boda, 68% commuter taxis). The average loan instalments are UGX 150,000/- for boda bodas and UGX 1,300,000/- for commuter taxis. Nearly one-half of these loan facilities (47%) are owed to formal financial institutions, with a further 28% owed to small informal loan schemes and 17% to friends/relatives.

Data further show that slightly more than one-half of survey respondents (54%) secured the loan using a special arrangement with the lenders to accept part down payment and the asset acquired as loan security, while a further 21% used land/residential house as collateral. Other mentions included written agreement (6%), logbook (6%) and mutual trust (9%). Perhaps due to the size of the loans taken, those engaged in commuter taxi business mostly used land (30%), residential house (18%), or initial deposit with asset acquired (29%) as loan security. Those engaged in boda boda business on the other hand, mostly used initial deposit with asset acquired (66%), land (7%) or simply mutual trust (10%).

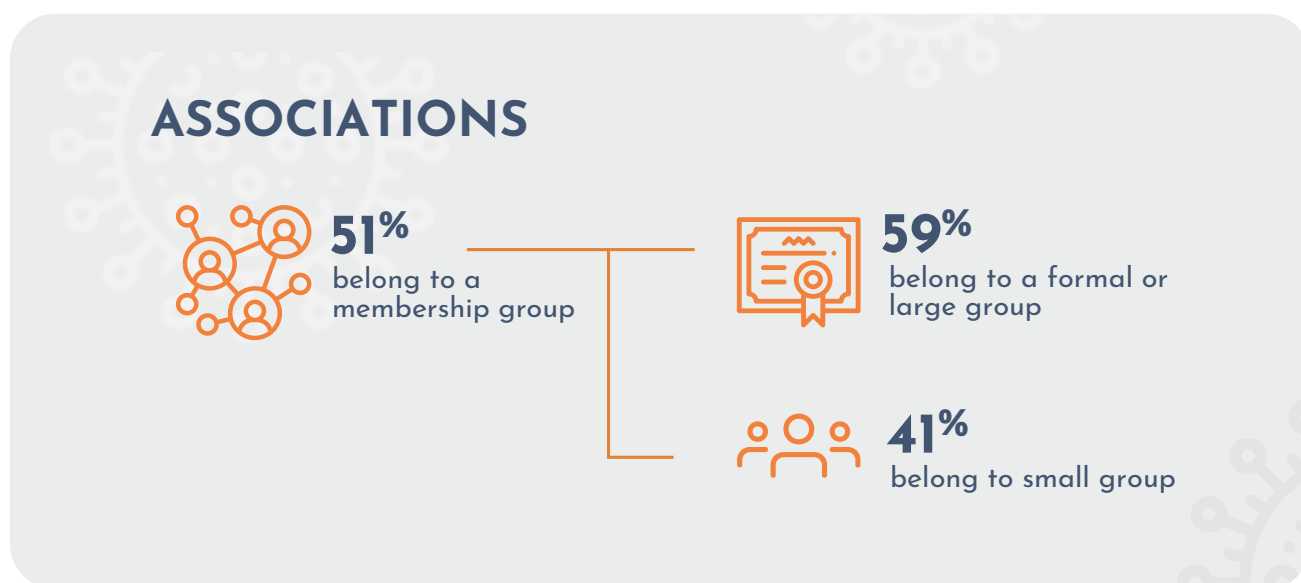
2.14 Weak Institutions and Poor Organizational Support

There is power in unity, and for any business entity engaged in a competitive business environment, institutional support is critical to its resilience and survival. These institutions play a vital role in protecting their members against shocks through advocacy, lobbying and united industrial action to ensure equity and fair regulation. However, the efficacy of these institutions is dependent on a number of factors, including ability to attract a vibrant sizable membership, unity within the ranks, good governance, strong inclusive administrative structures, networking and strategic lobbying, among others.

This survey examined the association memberships of the Greater Kampala Metropolitan public transport sector to establish their strength and weakness and thus ascertain how this might be strengthening or weakening the sector against COVID-19 like shocks.

Our findings and analysis shows that whereas one-half of survey respondents (51%) report affiliation to a membership group, nearly two-thirds (59%) of those are affiliated to a formal or large group (any group that draws members across many stages/parks or a group that is named as a “SACCO”) and 41% belong to small informal groups (see Figure 5 and Figure 6 below).

FIGURE 5: ASSOCIATIONAL MEMBERSHIP



Our analysis further shows that associational membership is more common among commuter taxi operators, as nearly two-thirds of those engaged in commuter taxi business (57%) report belonging to an association compared to only 45% of those engaged in boda boda or 48% of those engaged in special hire/truck transport business.

Further, survey results also reveal that there is fighting, intrigue, mistrust and accusations of corruption and/or exploitation within the membership rank and file, which further weakens the fragile industry associations. Although at a small number, some respondents expressed mistrust in the leadership of their associations, while others mentioned they deserted the associations or that the associations they had joined have since closed. There is however a burning desire within the sector to associate, to unite but worries about taxation, forced closures, corruption and/or exploitation keep many worried, and deny the sector a united voice, with which they would have been able to lobby, advocate or participate more resolutely in the affairs of the sector.

When we asked survey respondents to name the membership association to which they belonged, nearly each respondent mentioned a different organisation name (See figure 6 below). This is mainly due to the sheer number of the many small organisations, but also an indication of the associations that are closest to the respondents, those they could easily name or those in which they feel they have the most influence.

However, since only 15% of the overall sample (i.e. 188 respondents) were randomly recruited outside of the membership lists (see Appendix 1 on survey methodology), the remaining 85% of the sample were expected to indicate that they belong to an association since they were all sampled from the respective membership lists provided as sampling frame. But as reported above, only about 51% of the sample report belonging to an association, with about 35% deciding not to identify with an association in responding to the survey. A debriefing session with our interview team upon completion of the data collection revealed that many respondents found it challenging to pronounce some of the names of their associations, such as Amalgamated Transport & General Workers Union (ATGWU), Kampala Operational Taxi Stages Association (KOTSA), Uganda Transport Development Agency (UTRADA) or Kampala Metropolitan Boda-Boda Entrepreneurs (KAMBE). The same observation was made with the many other associations mentioned (See Figure 6), in which case many respondents simply referred to them as SACCO or group until probed to provide a full name. One of the challenges could possibly be association name recall.

FIGURE 6: DIVERSITY OF GKMA TRANSPORT SECTOR MEMBERSHIP ASSOCIATIONS



Our findings also revealed that there is an association almost at every taxi and boda boda stage, some sort of a self-help support group, often with a few subscribers. We also found that a small number of respondents (about 7%) belonged to more than one association, although this was not a direct question¹⁵. These associations are mostly “informal” Savings and Credit Associations (SACCOs) and often named as such.

Further, we found that most sector operators associate more and feel loyal to these smaller groups rather than to the larger groups recognised by government and KCCA. Table 2 below shows a frequency table of the associations mentioned by a minimum of 9 respondents. The table is also broken down by source of the sample, combining respondents selected from membership lists and those selected from field visit. As already mentioned above, the table shows that nearly ½ of the sample (544 respondents) are not affiliated to any group, while the next big chunk of the sample (345 respondents) are affiliated to small groups. This state of fragmented sector representation makes it quite weak and vulnerable to shocks that would require negotiations with a unified voice as the current COVID-19 emergence response needs.

TABLE 2. RESPONDENT BREAKDOWN BY NAME MENTIONS OF AT LEAST 9 MEMBERS

ASSOCIATION	SOURCE OF SAMPLE FRAME		TOTAL INTERVIEWS
	FROM MEMBERSHIP LIST	FROM FIELD LIST	
KOTSA	116	2	118
KAMBE	111	0	111
ENTEBBE AIRPORT TAXI ASSOCIATION	28	0	28
SAFE BODA	24	7	31
UTRADA	10	0	10
ESCADA SACCO	24	0	24
TUGENDE	9	2	11
USAFI DRIVERS AND CONDUCTORS SACCO	12	0	12
OTHER MENTIONS	299	46	345
NOT AFFILIATED	412	132	544
TOTAL	1045	189	1234

Finally, our data show that nearly one-half of membership groups (46%) were formed to provide for welfare, savings, job creation, help mobilize savings (32%) or coordinate/mobilize members (20%). There appears to be no differences in the objectives and aspirations of the groups between boda boda, commuter taxi or special hire operator affiliations, although the absence of advocacy, lobbying or spurring development are notable omissions.

2.2 Coping with COVID-19 lockdown

Our analysis shows that although an overwhelming majority of survey respondents do accept the suspension of public transport as an appropriate measure to control the spread of COVID-19, they also do report facing uncertain times that are now negatively affecting their business and livelihoods, and desperately look beyond themselves for short and long-term mitigations.

A majority 9 in 10 respondents (87%) accept the preventive public health measures undertaken to stem the spread of COVID-19 including the suspension of public transport. However, 3% find it completely unacceptable and a further 9% feel the government should have handled the situation differently.

Data further show that of those who feel the government should have handled the lockdown differently, many feel government should have given a longer warning period (41%), should have gradually locked down high-risk areas (24%) or the lockdown should have happened intermittently (13%).

The survey results show that nearly two-thirds (59%) of the survey respondents are surviving on their meagre savings to meet their financial needs, while about 14% are depending on strategies to reduce unnecessary spending and 11% either borrow from friends/relatives or rely on other sources of income such as doing small casual jobs, client deliveries, farming, and retail shopping.

While nearly one-half of respondents (46%) indicate that members' welfare is the main reason why their associations were created, a majority two-thirds (61%) indicate that their associations had done nothing to help them cope with the lockdown. Only 1 in 10 respondents (11%) said membership organizations provided additional information on COVID-19, while nearly 1 in 5 respondents (17%) reported having received some physical and financial relief packages. Nearly all respondents not affiliated (90%) report receiving nothing, while a few (7%) report receiving information on COVID-19 and receiving some relief items (2%).

The survey asked respondents a direct question "During the lockdown, how likely is it that you would take advantage of the following opportunity in the transport suggested by government?"¹⁶ Perhaps as further indication of the fragile nature of the sector's membership associations, a majority 7 in 10 respondents (73%) indicated that they were not prepared to take advantage of government initiatives for commuter taxis and boda bodas to reorganise, associate and diversify by registering to carry cargo during the lockdown (see Figure 7 below).

¹⁶ Response options to the question included willingness to:

Register commuter taxi vehicle for transportation of goods.

Associate with others boda boda riders in the transport sector in order to attract short term contracts in delivery of goods.

Take no advantage.

Other responses.

FIGURE 7. ACCEPTABILITY AND COPING WITH THE LOCKDOWN



Only 13% of commuter taxis and 39% of boda bodas indicated that they would consider associating with others to transport cargo¹⁷.

Regarding likely impact on their business and livelihood due to the lockdown, a majority 37% feared loss of income, 17% feared job loss, 28% feared family distress while 13% feared incurring losses due to defaulting on loan repayments. When asked what the likely impact would be if the lockdown were to be extended beyond the initial 14 days (lockdown was eventually extended), nearly one-half (48%) said the extension would lead to loss of income, 20% feared extension could lead to job loss while 19% feared extension would lead to family distress.

2.3 Preferred mitigation

Micro, small and medium businesses, especially those engaged in the informal economy, were experiencing many challenges even before COVID-19 stuck. The survey observed that there is apathy among respondents towards efforts to organize, modernize or regulate the sector, especially in fear higher taxes or being forced out of the sector. It is also observed that many of the respondents indicated challenges related to inadequate infrastructure, road congestion and over-crowding.

Indeed, before the lockdown, majority of respondents report facing challenges of congestion (17%), road safety/security (15%), constantly changing policies/laws (15%) and corrupt officials (14%), among others.

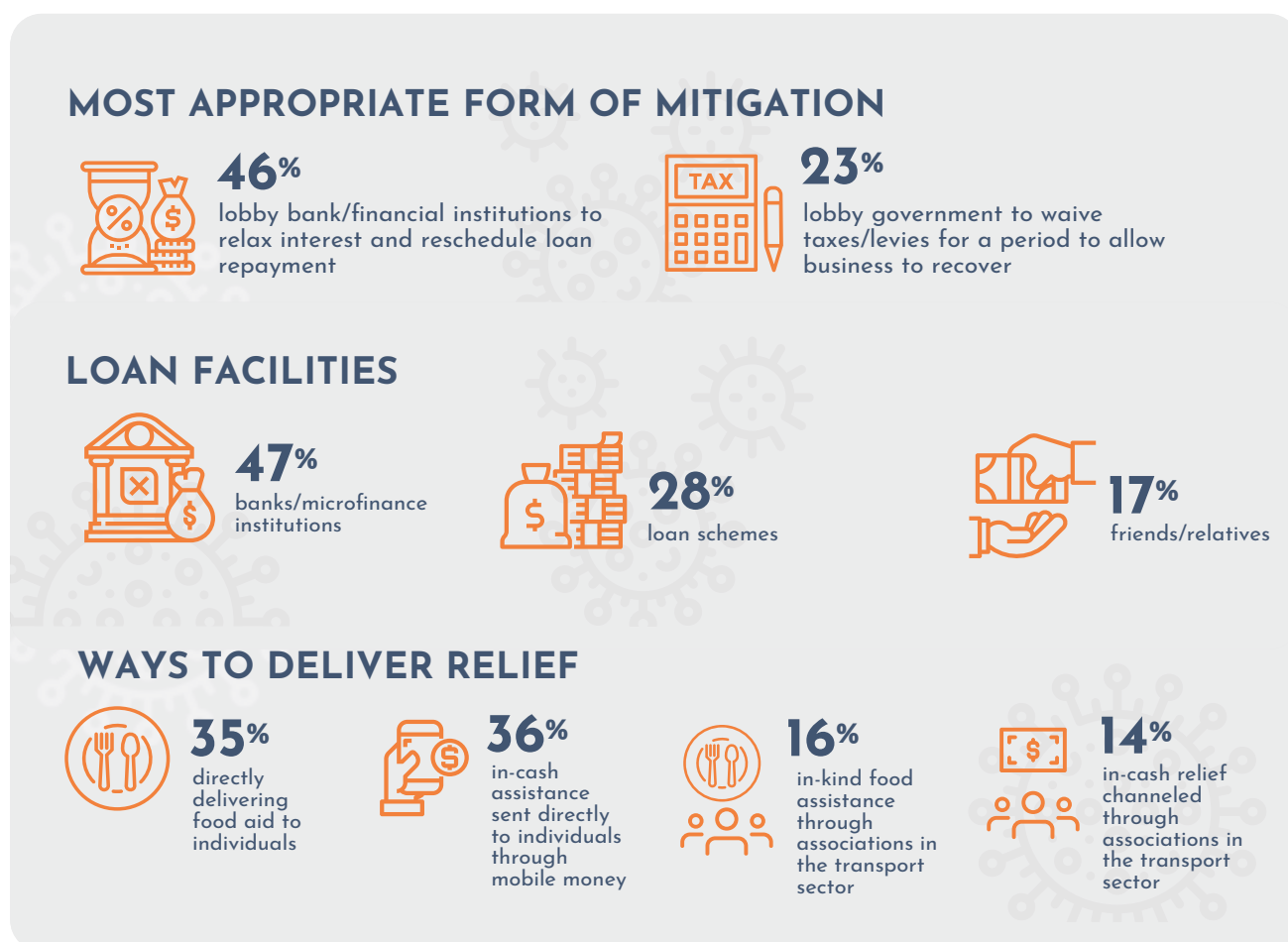
¹⁷ It should be noted that on 27 March 2020, the Minister of Works and Transport, General Katumba Wamala, while clarifying on the SOPs for the transport sector during COVID-19, stressed that for Commuter taxis to transport cargo they need to convert to a cargo transport license, perhaps a prohibition to some <https://www.facebook.com/NTVUganda/videos/covid-19-minister-of-works-and-transport-gen-katumba-wamala-addresses-the-nation/2561363077467782/>

Further analysis across the respondent groups shows that while those engaged in commuter taxi business worried the most about congestion/infrastructure (20%), ever changing policies/laws (17%) and corruption (15%), those engaged in boda boda transport worried most about road safety/security (22%), congestion/infrastructure (14%), corruption (14%) and ever changing laws/policies (13%). We also note that size of the membership group or business ownership did not show differences in these challenges faced.

Survey data suggest- that during the lockdown, most respondents worry as much about loan facilities with financial institutions and government taxes/levies as they do about finding food. KCCA had earlier in the lockdown announced measures to stop charging some levies in the city, especially in markets, while government announced in April that discussions with banks will be held to reschedule loan facilities for a suitable period of time. It was not clear however how long the agreed grace period was, or if the discussions with banks also included other financial institutions such as microfinance institutions, SACCOS or private money lenders. When survey respondents were asked what would be the most appropriate form of mitigation to help rescue their business, nearly one-half of respondents (46%) indicate lobbying banks or financial institutions to relax interest and reschedule loan repayment, while a further 23% want to lobby government to waive taxes/levies for a period to allow business to recover.

Regarding the possible mitigations the sector players view as the most appropriate for their plight, many (36%) see instituting measures to control the price of food and health products as the most needed immediate relief package to deal with the impact of the lockdown.

FIGURE 8. EXPECTATION OF RELIEF AID AND MOST APPROPRIATE FORM TO DELIVER MITIGATION



Another 17% want property owners to relax rental payments for a period, 16% want banks/ financial institutions to extend loan payment for a period, as well as expecting schools not to demand school fees in the immediate short-term. Perhaps as further indication of the frailties within membership associations, many respondents prefer channelling any relief primarily directly to individuals, as opposed to using membership organizations or the local council structures, including use of mobile money for financial relief (see Figure 8 above).

When asked about the easiest way through which to deliver them help, slightly over one-third (35%) mentioned directly delivering food aid to individuals, while a similar proportion (36%) mentioned in-cash assistance sent directly to individuals through mobile money. A further 16% indicated in-kind food instance through their associations and 14% indicated in-cash relief channelled through their associations.

3.0 CONCLUSIONS AND RECOMMENDATIONS

3.1 What have we learned?

We have learned that the sector is truly vulnerable to COVID like shocks that interrupt the flow of the daily incomes.

We also note that the Greater Kampala Metropolitan Area public transport sector in particular is more vulnerable to such disruptions because it is highly informal, and is characterised by individual ownership, low incomes with high operational costs and weak/fragmented industry associations or unions.

However, we have also learnt that these characteristic weaknesses also present unique opportunities for growth provided the right steps are undertaken. For example, whereas the sector's membership associations are highly fragmented into very many small stage-based groups, we also see that most of these groups are self-help organisations, a demonstration of the desire among members to meaningfully associate. These therefore need to be harnessed and given the right support to develop into viable strong democratic grassroots member-based driven organisations.

The sector would immensely benefit from strong well administered membership institutions built to realise the self-help, savings and business aspirations of the sector's varied membership. Many of the associations could benefit from a strong apex body/union, unified with popular leadership, to lead the sector in making joint plans with KCCA and government for modernizing public transport in Kampala. Such strong leadership, and industry membership, could lead members out of shocks such as caused by COVID-19.

3.2 What does this mean?

Sustainable interventions into the sector should in the long-term focus on a sustainable organisation, administration and regulation of the sector. We propose phased interventions targeting immediate short-term, medium-term and long-term outcomes. In essence, each phase should focus on an integrated approach that builds on the strengths and resources while reducing on the intrinsic sector weaknesses identified in this report.

Mitigations in the short-term should look beyond food and material relief, to providing quick fixes in the form of financial safety nets, meant to arrest impending job loss, business closures, bankruptcies and defaulting on loan / rental obligations. Short-term fixes should also focus on reversing the informality in the sector through inclusive participation in the delivery of the immediate fixes. The on-going KCCA and ministry of Works and Transport efforts in re-organizing the sector and re-registration of taxis and boda bodas offers one such opportunity but needs to have a bottom-top meaningful engagement with all parties. The associations should immediately rally their respective membership in unison for an active and meaningful participation in the current planning and development of the sector.

While consolidating immediate measures, the medium-term interventions should focus on strengthening the organisational and administrative capacity of the sector. Membership associations need capacity to further attract, convince and invigorate their membership into a unified strong voice for negotiation, lobbying and advocacy. Smaller associations need to be supported to grow and to have strong linkages and representation in larger industry level unions and/or associations. At the same time, transport planners and regulators should adopt a more inclusive approach that engages and builds trust with the unions and associations towards a coherent and viable strategy for reform of the industry. In addition, a comprehensive financial stimulus package targeted at stimulating growth and survival post COVID-19 for the Greater Kampala Metropolitan Area transport sector should also be considered.

In the long term, structural developments targeting the city's infrastructure as well as strengthening the capacity of the membership organizations/associations should be undertaken. As echoed by survey respondents, congestion, insecurity and exploitation/ corruption need urgent redress.

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ANNEX 1: DETAILED SURVEY METHODOLOGY AND CHALLENGES ENCOUNTERED

Hatchile Consult Ltd implemented the survey between 5 – 14 April, 2020.

Hatchile Consult has 20 years' experience in conducting large national sample surveys in Uganda and on the African continent. Hatchile Consult is the local national partner representative of the Afrobarometer research network (www.afrobarometer.org) in Uganda, and provides technical support in sampling and survey quality assurance to all Afrobarometer national partners across 36 African countries.

We have a network of over 200 local interviewers drawn from across gender and ethnicities, experienced survey managers/quality assurance managers, researchers and analysts. In the last nine years, we have migrated all our interviews to cloud-based electronic data collection platforms, running self-checking quality-assurance data collection scripts, that input, check, collate and export survey data in near real-time.

By way of approach, the COVID-19 safety guidelines of social distancing and suspension of public and private transport meant that we could not conduct the interviews in person. As an alternative, we employed Computer Assisted Personal Interviewing (CAPI) techniques, which allowed interviewers to conduct interviews remotely, with survey managers and interviewers working from either the Hatchile Consult offices or at their homes, to place calls with randomly selected respondents, and submitting collected data over online data collection platforms.

The survey adopted a quantitative method, targeting drivers, riders, conductors, owners and stage managers employed in the Greater Kampala Metropolitan Area public transport sector. The sampling frame was constructed from two sources, including membership lists provided by industry associations/unions and enumeration from a random sample of villages. In the first case, membership lists were obtained from associations including KAMBE, KOTSA, and Entebbe Airport Taxi Operators Association. Perhaps due to challenges of the lockdown, as some offices were closed, it was not possible to obtain additional planned membership lists from UTRADA, SafeBoda, Taxify, Uber and others. In all, 3,444 drivers, riders, conductors, stage managers and owners were collected from the membership lists.

In the second case, we randomly and proportionally selected 6 villages in each of the five (5) Divisions of Kampala – Makindye, Rubaga, Nakawa, Kampala Central and Kawempe. The villages were selected based on population size, and the proportional allocation somewhat selects more populated villages. We deployed an advance team of six (6) interviewers riding on motorcycles to reach each sampled village. In each village, the advance team of interviewers identified 3 to 5 boda boda stages, 1 – 2 commuter taxi stages and 1 to 2 stages for trucks or special hire taxis. At each stage, they interacted with any of the drivers, riders, owners or conductors found to introduce the survey, and requested those interested to share their telephone numbers so they could be reached by the interview team, for the actual interview. At each stage, the advance team targeted recruiting a minimum of 5 to 10 contacts for further follow up interviews by the interview team. (Appendix 2 shows the list of the selected villages).

While a few declined to take part in the survey, a total of 455 riders, drivers, conductors and/or owners willingly shared their telephone contact to be interviewed.

Whereas the membership lists do not completely cover the number of drivers, riders, owners or those otherwise employed in the Greater Kampala Metropolitan Area public transport sector, the lists offered

a great deal about the structure and organisation of the sector. Vital information relating to number and location of stages, meant that the eventual sample was designed to reach all major taxi parks, a variety of stages in each park or along each route within Kampala Divisions, and that the sample interviewed individuals that are employed in the public transport sector. This attribute means that the sample is representative of public transport sector.

Table 3. Proportional allocated sample by sector, stage name/location

SOURCE TABLE	DIVISION OR LOCATION	NUMBER OF STAGES	RANDOM SAMPLE
Commuter Taxi	CITY CENTRE	14	31
Commuter Taxi	KASUBI, NAMUNGOONA NORTHERN BY-PASS	8	18
Commuter Taxi	KIBUYE	8	26
Commuter Taxi	KISENYI	16	40
Commuter Taxi	NAKAWA NTINDA	12	28
Commuter Taxi	NAMAYIBA	10	25
Commuter Taxi	NATEETE	15	29
Commuter Taxi	NEW TAXI PARK	27	67
Commuter Taxi	OLD TAXI	34	81
Commuter Taxi	USAFI TAXI	17	41
Commuter Taxi	WANDEGEYA, BWAISE KALERWE, KAWEMPE MPERERWE	12	34
Commuter Taxi	ENTEBBE STAGE (ESCADA)	1	129
Commuter Taxi	Random across 30 villages in Kampala	35	48
Bodaboda	BUTAMBALA	1	1
Bodaboda	CENTRAL	215	128
Bodaboda	KAKIRI	1	1

SOURCE TABLE	DIVISION OR LOCATION	NUMBER OF STAGES	RANDOM SAMPLE
Bodaboda	KATABI	3	2
Bodaboda	KAWEMPE	73	37
Bodaboda	KAWEMPE	3	1
Bodaboda	KILUMBA	1	
Bodaboda	KYENGERA	4	3
Bodaboda	MAKINDYE	295	239
Bodaboda	MITYANA	2	
Bodaboda	NAKAWA	35	28
Bodaboda	NANSANA	5	2
Bodaboda	NSANGI-WAKISO	1	
Bodaboda	NTENJERU	1	1
Bodaboda	RAKAI	1	
Bodaboda	RUBAGA	77	34
Bodaboda	RUBAGA	8	4
Bodaboda	WAKISO	50	26
Bodaboda	Random across 30 villages in Kampala	91	82
Special Hire taxis	Random across 30 villages in Kampala	12	9
Truck/pickups	Random across 30 villages in Kampala	5	5
Entebbe Airport	Entebbe airport taxi association	1	42
TOTAL		1094	1242

As shown in Table 2 above, a sample of 1,242 interviews was proportionally allocated across 1,094 commuter taxi, boda boda and special hire stages across the Greater Kampala Metropolitan Area. A total of 1,232 interviews were successfully completed. A sample of this size yields a margin of error of +/-3 percentage points at a 95% confidence level.

FIGURE 9. SNAP PLOT OF THE NAMES OF STAGES INCLUDED IN THE SAMPLING FRAME

KEY CHALLENGES

Besides challenges related to working remotely in a total lockdown environment, challenges included respondents who refused to be interviewed, dropped interviews, and repeated numbers. There are other respondents who indicated that they have not previously worked in the public transport sector, and are perhaps relatives and contacts of the intended respondents. In addition, a number of telephone contacts were inactive, perhaps due to non-registration. For some, the spouses answered the calls.

ANNEX 2: LIST OF RANDOMLY SELECTED VILLAGES BY DIVISION FOR OUTSOURCED SAMPLE

DISTRICT	COUNTY	SUBCOUNTRY	PARISH	VILLAGE
KAMPALA	KCCA	CENTRAL DIVISION	BUKESA	NSALO
KAMPALA	KCCA	CENTRAL DIVISION	KAMWOKYA I	VILLAGE D
KAMPALA	KCCA	CENTRAL DIVISION	KAMWOKYA II	KISENYI I
KAMPALA	KCCA	CENTRAL DIVISION	KISENYI II	MENGO HILL
KAMPALA	KCCA	CENTRAL DIVISION	MENGO	NANNOZI
KAMPALA	KCCA	CENTRAL DIVISION	NAKASERO IV	UNIVERSAL
KAMPALA	KCCA	KAWEMPE DIVISION	BWAISE III	ST. FRANCIS
KAMPALA	KCCA	KAWEMPE DIVISION	KAWEMPE I	KISOWERA
KAMPALA	KCCA	KAWEMPE DIVISION	KIKAAYA	KANISA
KAMPALA	KCCA	KAWEMPE DIVISION	KYEBANDO	KISALOSALO
KAMPALA	KCCA	KAWEMPE DIVISION	MAKERERE III	KIBBE
KAMPALA	KCCA	KAWEMPE DIVISION	MULAGO III	UPPER NSOOBA
KAMPALA	KCCA	MAKINDYE DIVISION	GGABA	BUNGA TRC
KAMPALA	KCCA	MAKINDYE DIVISION	KATWE I	NAWANKU
KAMPALA	KCCA	MAKINDYE DIVISION	KIBUYE I	WANYANA
KAMPALA	KCCA	MAKINDYE DIVISION	LUWAFU	BUKEJJE
KAMPALA	KCCA	MAKINDYE DIVISION	NSAMBYA CENTRAL	GOGONYA II
KAMPALA	KCCA	MAKINDYE DIVISION	SALAAMA	VALLEY

DISTRICT	COUNTY	SUBCOUNTRY	PARISH	VILLAGE
KAMPALA	KCCA	NAKAWA DIVISION	BANDA	B I
KAMPALA	KCCA	NAKAWA DIVISION	BUKOTO II	KALINABILI I
KAMPALA	KCCA	NAKAWA DIVISION	KIWATULE	CENTRAL
KAMPALA	KCCA	NAKAWA DIVISION	LUZIRA PRISONS	VILLAGE II
KAMPALA	KCCA	NAKAWA DIVISION	MUTUNGO	ZONE I
KAMPALA	KCCA	NAKAWA DIVISION	NAGURU I	NAGURU I
KAMPALA	KCCA	RUBAGA DIVISION	BUSEGA	KIGWANYA
KAMPALA	KCCA	RUBAGA DIVISION	KASUBI	KASUBI IV
KAMPALA	KCCA	RUBAGA DIVISION	LUBAGA	WAKALIGA B
KAMPALA	KCCA	RUBAGA DIVISION	LUBYA	NAMUNGOONA II
KAMPALA	KCCA	RUBAGA DIVISION	MUTUNDWE	MUTUNDWE II
KAMPALA	KCCA	RUBAGA DIVISION	NANKULABYE I	ZONE VII

ANNEX 3. SOME OF THE STANDARD OPERATING PROCEDURES FOR REOPENING OF PUBLIC TRANSPORT

1. Public transport owners must adopt modalities for the protection of public transport workers during the pandemic with adequate Personal Protective Equipment (PPE), reducing direct contact between staff and passengers, checking temperature and using any other system of monitoring for possible symptoms.
2. They shall also operate at half capacity as per the Directives of HE the President of the Republic of Uganda.
3. No touts will be allowed in the Parks/ Stages: Passengers shall line on clearly marked points at each stage while Taxis shall park at designated areas in accordance with 2 meters as per the SOP for PSV.
4. Each Passenger Service Vehicle (PSV) is expected to have hand washing facilities while all passengers must wear a mask. No passenger should be allowed in the PSV without a mask. A vehicle found carrying passengers without a mask risk losing their PSV License.
5. Get the detailed SOPs from KCCA stipulating the number of passengers and other measures related to protective equipment for operating a PSV within the GKMA beginning 29th May 2020.

GUIDELINES FOR OPERATING PSV:

Taxi

1. Beginning today 29th/5/2020, all taxi operators should report to KCCA to be assigned the parks/stages and routes where they will be operating.
2. After obtaining stage/route where you will operate, you will then report to Ministry of Works and Transport to obtain a Temporary Route chart valid until 31st Dec. 2020.
3. For now, the mandatory fees payable are: PSV license, renewal of driving permit if expired and third party insurance. All other government fees are payable by 31st Dec 2020 giving a grace period of six (6) months.
4. The six months grace period which expires 31st Dec 2020 is to allow public transport operators to obtain a permanent route chart, color code for GKMA and other user fees. Effective 1st January 2021, all vehicles that would have not complied shall not be permitted to operate in the GKMA.
5. Every Park will be assigned KCCA officials to manage.

Boda Bodas

1. At the moment, boda bodas will continue to carry luggage and maintain the curfew time as per the Presidential Directive.

Source: *Guidelines for opening public transport. Kampala Capital City Authority (KCCA), 28th May 2020. Available at: <https://www.kcca.go.ug/news/399#.XtyzETozZPY>*

ANNEX 4. SURVEY QUESTIONNAIRE

Friedrich-Ebert-Stiftung - Uganda
Understanding vulnerability to COVID-19 in the
Greater Kampala Metropolitan Area
Public Transport Sector

A1: DETAILS

01	Respondents' Code:	06	Gender	1. Male
02	Division:			2. Female
03	Parish:	07	Village:	
04	Name of Interviewer:	08	Stage name	
05	Name of Supervisor:	09	Has no Stage	
		10	Date of Interview:	

Good day. My name is _____

Am calling from Hatchile Consult Limited, an independent research organization, we are gathering the views of Ugandan citizens in the Kampala Metropolitan Area who are engaged in the public transport sector, including those working in commuter taxi, boda boda and special hire service sectors. The study is aimed at understanding how public transport operators are coping with the current suspension of public gatherings and transport because of the corona virus, and the possible mitigations (if any) in promotion of the transport sector in Kampala.

I would like to ask you a few questions about this Industry. The interview will take about 20 minutes. Your responses will be kept confidential and we shall not disclose your name or your number to anyone outside this study. There is no penalty for refusing to participate.

Do wish to be interviewed?

YES *(Proceed with the Interview)*

NO *(Thank You. I will select another respondent. END Interview)*

DEMOGRAPHICS

Let's begin by recording a few facts about yourself:

1a	Transport Sector:	
	Commuter taxi/Matatu	1
	Special hire taxi/Cab	2
	Boda Boda	3

A1.	Age of Respondent? [Interviewer Enter three digit number. Don't know = 999]			
A2.	Which group/ affiliation do you belong to, if any?			
	Has a group (Write down the group name)			
	Does NOT belong to any group	2		

Pre-lock down

B3	Who owns this [mention transport sector] that you operate?	
	Personal Business	1
	Employed	2
B4	How was this [mention transport sector] business acquired?	
	Through a loan	1
	Through A personal Investment	2
	Group Investments	3
	Family Investments	4
	Others means (Specify)	

B5.	[If not owner, ask] What is your employment relationship with the owner?	
	Driver/Rider	1
	Relief Driver	2
	Conductor	3
	Relief Conductor	4
	Caller at Stage	5
	Stage Manager/Chairperson	6
	Stage Committee Member	7
	Not Applicable	97
	Other Relationship (Specify)	

[Ask All Respondents]

B6.	Taking into account all the different roles you may have undertaken in the transport sector, how long have you worked in this sector?	
	Less than 1 year ago	0
	Between 1 to 2 Years ago	1
	Between 2 to 5 Years ago	2
	Between 5 to 10 Years ago	3
	Between 10 to 20 Years ago	4
	More than 20 Years ago	5

B7.	How much money do you (or earn) from this [mention transport sector] on a typical day?	
B8.	On a typical day, how much do you pay in operational costs, including owner's fees, fuel, conductor wage, relief driver/conductor wages, and fees for loading, police fines/bribes, parking, meals, airtime, washing?	
B9.	How much money do you take home after all the above deductions?	

B10.	Before the lockdown, what were the three main challenges you face in running this [mention business] ?	
	Access to credit	1
	Start-up capital,	2
	Ever changing policy/laws,	3
	Corruption	4
	Congestion, infrastructure	5
	Road safety/security	5
	Other Challenge(s) (Specify)	

[Interviewer: If this Business was acquired through a LOAN ASK

B11.	A. What was the Loan amount?	
	B. When was the loan acquired?	

B11.	C. Who Provided the Loan?	
	I. Bank/Microfinance	1
	II. Loan scheme	2
	III. Money-lender,	3
	iv. Friends/relatives	4
	v. Other lenders (Specify)	

B12.	How often do you make loan repayments?	
	A. Daily	1
	B. Weekly	2
	C. Fortnightly	3
	D. Monthly	4
	E. Other arrangements (Specify)	
B13.	How much is each instalment?	

B14	[If acquired by loan] What physical asset was used as security/collateral?	
	A. Land	1
	B. Residential House	2
	C. Commercial House	3
	D. Initial deposit + acquired asset	4
	E. Others Type (Specify)	

B15.	Which membership organization or group, if any, do you subscribe to in this business? (Specify)	
B16.	[If a member] What is the main objective of the group or organization?	

C: Let us now talk about the Lockdown period

C17.	In your opinion, was the decision by government to suspend all public gatherings, including transport, acceptable or the Corona virus situation should have been addressed differently?	
	A. Not Acceptable at all	0
	B. Acceptable	1
	C. The Corona virus situation should have been addressed differently	2

C18	[If not acceptable] Which other way(s) are those?	
	A. Longer warning period	1
	B. Gradually lock high risk areas	2
	C. Lock intermittently	3
	D. Other way(S) (Specify)	

C19.	During this lock down how do you meet your financial needs?	
	A. By my Savings	1
	B. Borrowed from Friends/relatives	2
	C. Got assistance from Friends/relatives	3
	D. Reduced on Spending	4
	E. Have other income sources (Specify)	

C20.	In which way(s) is the current lockdown likely to affect your business or employment?	
	A. No major effect	0
	B. Job loss	1
	C. Loss of income	2
	D. Loan defaulting,	3
	E. Loss of loan security	4
	F. Family distress	5
	G. Other effect (Specify)	

[Ask All Respondents]

C21	If the lockdown were to be extended beyond the 14 days, how is it likely to affect your business or employment?	
	A. No major effect	0
	B. Job loss	1
	C. Loss of income	2
	D. Loan defaulting,	3
	E. Loss of loan security	4
	F. Family distress	5
	G. Other effect (Specify)	

C22.	In which way(s) has your association or group assisted you to cope with the effects of the lockdown?	
	A. None	0
	B. Provided info on COVID-19	1
	C. Financial relief scheme	2
	D. Relief items	3
	E. Secured transport contracts	4
	F. Others assistance (Specify)	

[Ask All Respondents]

C23.	Whether you are a member or not, how would you like the associations and/or membership groups in the transport sector to assist you mitigate the effects of the lockdown?	
	A. Lobby Government to waive taxes & levies for a period	1
	B. Lobby banks/lending institutions to relax interest for a period	2
	C. lobby banks/lending institutions to extend loan repayment period	3
	D. Other Assistance (Specify)	

D: Short and long term mitigations:

D24.	What would be the most appropriate relief package to assist you and your transport business/employment to cope with effects of the lock down in the short term? [Probe: Any other?]	YES	NO
	A. Waive taxes & levies for a period	1	0
	B. Banks/lending institutions to relax interest for a period	1	0
	C. Put in place measures to make prices for essential food commodities affordable	1	0
	D. Put in place measures to make prices for essential health commodities affordable	1	0
	E. Land lords to relax rental payments for a period.	1	0
	F. Schools to relax school fees Government to provide financial assistance	1	0
	G. Other (specify)		

D25.	During the lockdown, how likely is it that you would take advantage of the following opportunity in the transport suggested by government?	
	A. Register your commuter taxi vehicle for transportation of good	2
	B. Associate with others in boda boda transport sector in order to attract short term contracts in delivery of goods	1
	C. No advantage	0
	D. Others (Specify)	

D26	In the event that some form of assistance can be found, what is the easiest way that such assistance can be provided to you? Could it be.....? (tick all those that apply)	YES	NO
	A. In-kind food assistance through transport sector membership organizations?	1	0
	B. In-kind food assistance directly to individuals?	1	0
	C. In-cash assistance through transport sector membership organizations?	1	0
	D. In-cash assistance directly through Mobile Money to individuals ?	1	0
	E. Other (specify)		

D27	What would be the most appropriate relief package to assist you and your transport business/employment to cope with effects of the lock down in the long term? (Probe .Any other?)	
	A. Banks/lending institutions to extend loan repayment period	1
	B. Banks/lending , low-interest loans	2
	C. Low-interest loans through transport sector SACCOs	3
	Others (Specify)	

Let's go back to talking about you:

D28.	What is your marital status?	
	A. Never married	1
	B. Separated/divorced	2
	C. Single	3
	D. Co-habiting,	4
	E. Married,	5
	F. Widowed	6

D29.	What is your highest level of education?	
	A. No formal schooling	1
	B. Informal schooling	2
	C. Some primary	3
	D. Completed primary	4
	E. Some secondary	5
	F. Completed secondary	6
	G. Post-secondary	7
	H. High school	8
	I. Some university	9
	J. Graduate	10
	K. Post-graduate	11

THANK YOU VERY MUCH. YOUR RESPONSES HAVE BEEN VERY HELPFUL.

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