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Drivers of Service Delivery in Kampala's Boda Boda Industry



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## Change Management in Informal Transport: Evaluating Drivers of Service Delivery in Kampala's Boda Boda Industry

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### Abstract

**Purpose:** To examine how drivers of change management influence service delivery in Kampala's Boda Boda (motorcycle taxi) sector, using the ADKAR and Kotter change models to assess where reforms succeed or stall.

**Methodology:** A cross-sectional mixed-methods design combined quantitative surveys (n = 475) with qualitative interviews (nine institutional stakeholders). Data was collected through structured questionnaires, interview guides, and documentary review. Design-Based Research principles guided iterative tool refinement. Quantitative analysis (SPSS v20) included descriptive statistics, Pearson correlation, and bivariate regression; qualitative data underwent thematic analysis in ATLAS.ti.

**Findings:** A strong positive association was observed between change drivers and service delivery ( $r = 0.750$ ,  $p < .001$ ). Bivariate regression showed that change interventions explained 56.1% of the variance in service delivery ( $R^2 = 0.561$ ). Affordability-constrained digital platform uptake, with only 36.5% of riders finding entry costs manageable. Awareness of electric mobility remained below 36%, and just 26.4% believed e-motorcycles are more cost-effective. SACCOs yielded mixed perceptions: 46.7% linked SACCOs to political empowerment yet doubts about financial benefits and governance reduced participation. Mapping to ADKAR and Kotter indicated strong initiation (awareness and early engagement) but weak consolidation and reinforcement due to limited empowerment mechanisms, insufficient incentives, and low systemic trust.

### Unique Contribution to Theory, Practice, and Policy:

The study foregrounds affordability and trust as necessary preconditions for sustained behavioural change within these models. The study recommends that SACCOs should strengthen SACCO governance transparency to address benefit and accountability concerns. They should also coordinate reforms through an inter-agency mechanism to align KCCA, traffic police, and line ministries. Across all actions, they should prioritise grassroots inclusion, early and continuous engagement, and systematic reinforcement to convert initial gains into lasting service-delivery improvements.

**Keywords:** *Boda Boda Industry, Change Management, Digital Mobility, Informal Transport, Service Delivery.*

## Introduction

Change management aligns behaviors, incentives, and institutions to improve concrete service-delivery outcomes such as helmet use, fare predictability, stage discipline, crash reduction, and customer trust. Frameworks like Kotter's 8-step model and ADKAR translate reform goals into sequenced actions, including building awareness and coalitions, removing barriers, and reinforcing new norms. These actions are most effective when paired with a clear vision, sustained stakeholder engagement, and consistent reinforcement (Kotter, 1996; Hiatt, 2006; Schmidt & Groeneveld, 2017).

In low- and middle-income countries, motorcycles are a growing urban mode yet bear a disproportionate share of road trauma. The WHO estimates 1.19 million road deaths in 2021, with the risk about three times higher in low-income settings. Policy responses emphasize rider training, universal helmet laws, and targeted enforcement, integrated with behavioural change and institutional capacity (WHO, 2023; FIA Foundation, 2022). Motorcycle taxis now anchor short-trip mobility. Regional diagnostics recommend comprehensive measures: universal helmets, rider education, inspections, and enforcement tailored to high-use contexts such as Uganda and Rwanda. Rwanda's reforms pair passenger helmets and cashless, metered fares via licensed platforms, showing how digitalisation can lift quality and accountability when embedded in regulation (World Bank/GRSF, 2021; RURA, 2018/2021; CNBC Africa, 2017; Owino, 2024).

In Kampala, Boda Boda services enable last-mile access but operate with high informality and risk. Estimates of active riders range from roughly 145,000 to 350,000 to 400,000, reflecting fluid entry and weak registries (Mallett et al., 2022; The Independent, 2022; Associated Press, 2024). Reforms such as gazetted stages, mandatory registration and training, and coordinated enforcement face cost, coordination, and legitimacy constraints (KCCA, 2020; KCCA/MoWT, 2022; URN/The Independent, 2022). Platform models such as SafeBoda and early e-mobility efforts signal potential improvements, and studies in Kampala associate platform participation with safer riding behaviors and lower crash risk through structured incentives, training, and monitoring (Muni et al., 2019/2020).

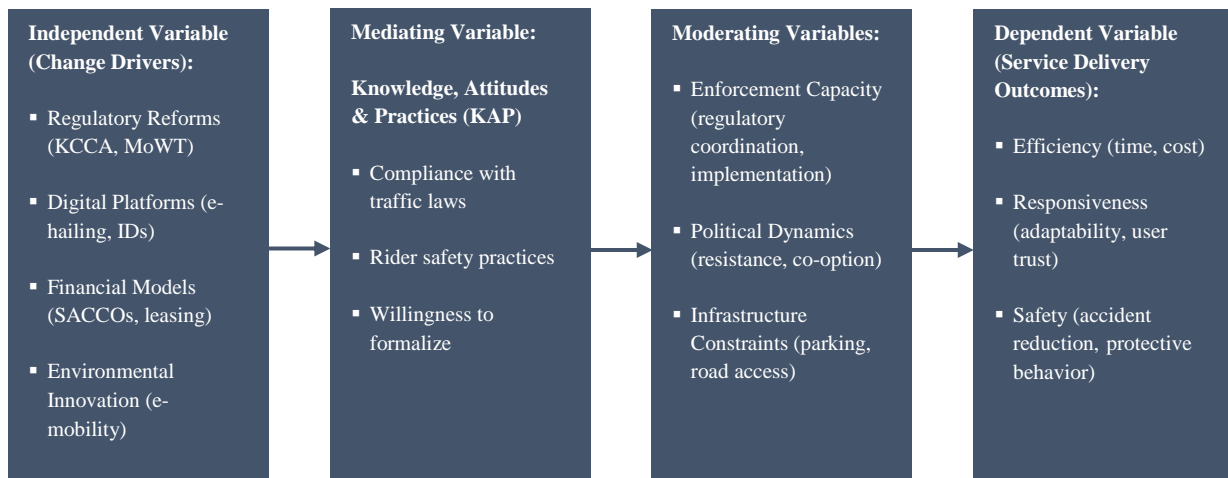
Existing Ugandan scholarship documents informality, political negotiation, and fragmented regulation, and growing work analyses safety or platformization in isolation (Goodfellow, 2017; Mallett et al., 2022). What is missing is a structured change-management analysis that links rider behavior, institutional coordination, and service-delivery outcomes in one framework. This study applies ADKAR and Kotter to test how specific drivers of change, including awareness, incentives, capacity, reinforcement, and coalition building, are associated with service-delivery performance in Kampala.

## Conceptual Framework

This study conceptualized the relationship between change management and service delivery in Kampala's Boda Boda industry, drawing on structured change frameworks such as ADKAR

(Hiatt, 2006) and Kotter's 8-Step Model (Kotter, 1996). Change management was treated as the independent variable, influencing the dependent variable service delivery through mediating and moderating factors.

Figure 1 below presents a simplified conceptual framework designed to illustrate the directional influence of change drivers on service delivery outcomes, with intervening and contextual factors clearly delineated.



*Figure 1. Conceptual Framework: Change Management and Service Delivery in the Boda Boda Sector*

**Change Drivers (Independent Variable):** These include institutional actions (e.g., KCCA's enforcement), digital tools (e.g., ride-hailing platforms), financial inclusion through SACCOs, and e-mobility innovations. They represent strategic interventions aimed at formalizing, regulating, and modernizing the Boda Boda sector (Mukwaya et al., 2022; Russo, 2019).

**Knowledge, Attitudes, and Practices (Mediating Variable):** This mediating construct captures how riders perceive, internalize, and act on reforms. It reflects stages in ADKAR's "Knowledge" and "Ability," and is critical for behaviour change (Hiatt, 2006).

**Moderating Variables:** Factors such as weak enforcement, politicized resistance, and infrastructure deficits condition how effectively change drivers influence outcomes. These explanations account for variation in reform uptake and align with contextual critiques of informal sector governance (Goodfellow, 2016; Müller & Doevenspeck, 2023).

**Service Delivery (Dependent Variable):** Measured in terms of efficiency, responsiveness, and safety, this reflects the quality of urban transport services available to users (Raynor, 2014).

**Theoretical Alignment:** This framework operationalizes ADKAR and Kotter's models by tracing how structured reforms must move through awareness, desire, ability, and reinforcement stages to impact frontline outcomes. The inclusion of mediators and moderators ensures that the model reflects informal sector complexity, acknowledging both behavioral and systemic levers of change.

## Literature Review

### Digital Innovation and Safety Reforms

Digital platforms such as SafeBoda have begun formalizing Boda Boda operations by enabling registration, facilitating safety training, and connecting riders to customers through mobile applications (Russo, 2019). These platforms enhance accountability via GPS tracking, digital payments, and feedback systems, corresponding with ADKAR's "Awareness" and "Ability" stages (Hiatt, 2006). However, limited digital literacy and affordability restrict their adoption, especially among informal and peri-urban riders (AFD, 2020).

Synthesis: Existing literature lauds the efficiency of digital tools but overlooks their uneven adoption across rider profiles. This study expands on this by analyzing how differential access and perceived value of digital innovations affect compliance and service delivery through structured change models.

### Environmental Sustainability and E-Mobility

Electric motorcycles, notably championed by firms like Zembo, offer prospects for cleaner urban transport and operational cost reductions (EEP Africa, 2020). Despite their ecological benefits, uptake is hindered by limited charging infrastructure, high capital costs, and poor rider awareness. These barriers directly impede the "Desire" and "Ability" dimensions of the ADKAR framework.

Synthesis: While environmental studies highlight potential long-term benefits, they often ignore the behavioural and infrastructural inhibitors in informal settings. This study uniquely investigates e-mobility through both systemic and behavioural lenses.

### SACCOs and Financial Inclusion

In Kenya, SACCOs have formalised operations and enhanced credit access among informal transport workers (Ouma, 2021). In Uganda, however, their influence on Boda Boda rider behaviour, compliance, and organisational discipline is less clear. SACCOs align with Kotter's "guiding coalition" and ADKAR's "reinforcement" stage, offering a collective pathway to formalisation.

Synthesis: Prior studies underplay the behavioural influence of SACCOs. This study probes their role as mediating institutions in fostering compliance, rider empowerment, and change anchoring.

### Regulatory Reforms and Institutional Gaps

Efforts by KCCA and MoWT to regulate the sector include license issuance, traffic training, and zoning, but enforcement has been erratic and highly politicised (Bagenda et al., 2015; PSFU, 2023). The political co-option of rider associations has undermined trust and diluted the legitimacy of reform (Müller & Doevenspeck, 2023).

Synthesis: While enforcement challenges are well documented, little has been done to link these to behavioural change outcomes. This study maps these gaps onto ADKAR's "Knowledge" and Kotter's "Empowerment" stages.

### **Youth Unemployment and Economic Informality**

High youth unemployment in Uganda (13%+) has driven young people into the Boda Boda sector (Amone, 2020). The informal nature of the sector, however, perpetuates financial precarity and under-skilling, limiting riders' responsiveness to formalisation demands.

Synthesis: Unlike past studies that treat informality as background context, this study positions economic vulnerability as a key barrier to "Desire" and "Ability" in adopting reforms.

### **Urban Growth and Transport Integration**

As Kampala expands, Boda Bodas serve an essential role in last-mile connectivity. Yet, integration into broader transport frameworks like BRT systems remains elusive due to poor planning and infrastructural gaps (Howe & Davis, 2002).

Synthesis: While infrastructure limitations are acknowledged, their effect on change momentum and sector inclusion is rarely studied. This study examines how these constraints moderate adoption and service quality.

### **Data Governance and Digital Volatility**

Digitisation introduces concerns over surveillance and data security. Riders often mistrust data usage and report exclusion from digital systems due to literacy or affordability issues (Martin et al., 2023).

Synthesis: Digital transformation is generally viewed as positive, yet psychological and ethical dimensions remain understudied. This research assesses whether digital tools genuinely support "Reinforcement" or entrench marginalisation.

### **Methodology**

This study employed a cross-sectional mixed methods design to explore how drivers of change management influenced service delivery in Kampala's Boda Boda industry. By integrating both quantitative and qualitative approaches, the study captured the complex dynamics of informal transport systems at a single point in time, enabling triangulation of insights from diverse actor groups (Creswell, 2014).

### **Design-Based Research (DBR) Orientation**

Given the evolving and informal nature of Kampala's transport sector, the study adopted a Design-Based Research (DBR) framework to guide the development and iterative refinement of research tools and processes. DBR allowed the researcher to align data collection instruments with real-world complexities by embedding continuous field feedback loops during the pre-testing and implementation phases (Squire, 2004; Amone, 2020). For instance, structured questionnaires were

piloted among a subset of riders and association leaders to identify issues related to comprehension, literacy, and cultural fit. As a result, items were reworded for clarity, Likert scales were simplified, and terms were localised to suit the linguistic competencies of Boda Boda operators. This iterative learning cycle ensured that tools were not only context-sensitive but also improved data validity and engagement (Kumar, 2011).

### **Study Population and Sampling**

The study targeted a population of 150,091 individuals, including registered Boda Boda riders, association leaders, traffic police, and officials from the Ministry of Works and Transport (MoWT) and Kampala Capital City Authority (KCCA). Using Krejcie and Morgan's (1970) sampling formula, a statistically appropriate sample of 475 respondents was derived. Simple random sampling was employed for riders and association leaders to ensure representativeness, while purposive sampling targeted nine key institutional informants due to their strategic roles in policy implementation (Bueno et al., 2016).

### **Data Collection Instruments**

Three tools were used: (1) structured questionnaires administered face-to-face to riders and leaders to assess knowledge, attitudes, and practices; (2) semi-structured interview guides for institutional actors to elicit deeper insights on regulatory and reform dynamics; and (3) a documentary checklist for extracting secondary data from policy reports and organizational records. The questionnaire's Content Validity Index (CVI) was 0.970, exceeding the 0.70 threshold recommended by Amin (2005), and internal consistency was verified with a Cronbach's alpha of 0.903 (Taber, 2018).

### **Data Analysis**

The study used a mixed analytic approach. Quantitative data were processed in SPSS v20 with descriptive statistics to profile respondents and summarize key variables, then Pearson correlations to assess linear associations between change-management drivers and service-delivery outcomes. To estimate the direct effect of specific drivers such as SACCO participation and digital tool adoption on safety, responsiveness, and efficiency, the study applied bivariate regression. Bivariate models were selected to keep interpretation clear and avoid multicollinearity, given the exploratory aims and moderate sample size. Qualitative data were analysed thematically in ATLAS.ti 8 through open coding, axial coding, and thematic categorization guided by the conceptual framework. Triangulation across interviews, documents, and survey results strengthened interpretive validity. Instrument quality was high: the Content Validity Index was 0.970 (above the 0.70 benchmark) and Cronbach's alpha was 0.903, indicating excellent internal consistency. Credibility of qualitative findings was reinforced through member checking, data saturation, and prolonged engagement.

### **Ethical Considerations**

All procedures adhered to ethical research standards. Respondents were informed of the study's purpose and provided verbal consent. Anonymity and confidentiality were ensured through coded

identifiers and secure data handling. Ethical clearance was obtained from relevant authorities, and access permissions were secured from KCCA and the Uganda Police.

## **Findings**

### **Response Rate of the Study**

Out of 475 targeted participants, 364 completed the instruments, yielding a 76.6% overall response rate exceeding the 70% benchmark for validity and reliability in social research (Amin, 2005).

### **Drivers of Change within the Boda Boda Sector in Kampala**

Respondents reported diverse perspectives regarding digital transformation, regulatory enforcement, and institutional interventions. While a majority acknowledged the potential of e-hailing companies and SACCOs in reshaping the sector, participation rates and perceived benefits varied significantly. For instance, only 36.5% agreed that the requirements to join app-based platforms were affordable, while 45.8% disagreed, underscoring economic exclusion. Similarly, although 52.2% agreed that protective gear was provided by e-hailing companies, only 36.5% affirmed receiving support for legal documentation such as permits.

Knowledge and interest in e-mobility remained low. Fewer than 36% planned to acquire electric motorcycles, and only 26.4% believed they incur fewer costs than traditional fuel bikes. Attitudes toward SACCOs revealed some confidence in political empowerment (46.7%), but limited faith in financial or social protection.

KCCA's regulatory support also showed mixed reviews only 30.5% believed that riding routes were effectively gazetted, though 44.1% acknowledged receiving traffic training. These variations suggest that while reforms exist, their accessibility and effectiveness are unevenly experienced. High standard deviations across most items ( $SD > 1.0$ ) indicate inconsistency in riders' attitudes and interactions with change initiatives.



**Table 1: Drivers of change within the Boda Boda sector**

Statement	SA	A	NS	DA	SDA
The requirements for joining the Boda Boda app company are affordable.	71 20.6%	55 15.9%	61 17.7%	91 26.4%	67 19.4%
The e-hailing Boda Boda company provides me with protective gear like helmets and reflector jackets.	77 22.3%	103 29.9%	65 18.8%	58 16.8%	42 12.2%
The Boda Boda app companies helped me get legal documentation, like a riding permit, to enable me to work in Kampala.	50 14.5%	76 22%	61 17.7%	94 27.2%	64 18.6%
I am planning to get an electric motorcycle in the future.	41 11.9%	82 23.8%	57 16.5%	110 31.9%	55 15.9%
A person who uses an electric motorcycle incurs fewer costs than those who use a fueled motorcycle.	22 6.4%	69 20%	86 24.9%	95 27.5%	73 21.2%
My SACCO has lifted me and empowered me politically.	61 17.7%	100 29%	56 16.2%	88 25.5%	40 11.6%
KCCA gazettes for making riding routes and parking stages	49 14.2%	56 16.3%	70 20.3%	114 33%	56 16.2%
KCCA equips riders with riding skills and knowledge relating to the traffic laws of the country	52 15.1%	100 29%	81 23.5%	87 25.3%	25 7.2%

SA=strongly agree, A= agree, NS= Not sure, DA= disagree, SDA= strongly disagree

Source: Primary data, 2024

### Service Delivery by KCCA

Respondents' perceptions of KCCA's service delivery indicated moderate satisfaction with service reach and planning, but concerns about equity and affordability. While mean ratings for service regularity ( $M = 3.03$ ) and consistency ( $M = 3.01$ ) hovered slightly above the neutral mark, items related to affordability ( $M = 2.98$ ), equity ( $M = 2.88$ ), and adequacy ( $M = 2.88$ ) remained below 3.00. These highlights perceived gaps in inclusive access, even as the authority is recognised for planning capacity and future-readiness (e.g., service rollout plans,  $M = 3.74$ ).

**Table 2: Service Delivery by KCCA**

Statement	Mean	SD
The services provided by KCCA are affordable	2.98	1.295
The services provided by KCCA are consistent over time	3.01	1.337
The services provided by KCCA are delivered regularly and on time	3.03	1.311
The services provided by KCCA are enough for everyone who lives and works in Kampala.	2.88	1.195
The services provided by the city reach all the intended beneficiaries	2.88	1.353
The authority has plans to roll out new services that citizens require but are currently not provided by KCCA	3.74	1.114

Source: Primary data, 2024

**Correlation and Regression Analysis****Table 3: Model Summary**

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.750 <sup>a</sup>	.562	.561	4.69356

a. Predictors: (Constant), KDC

Source: Primary data, 2024

Change drivers were strongly correlated with service delivery ( $r = .750$ ,  $p < .001$ ). Simple linear regression with KDC as the predictor explained 56.2% of the variance in service delivery ( $R^2 = .562$ ; Adjusted  $R^2 = .561$ ; SE of estimate = 4.694). The standardised coefficient was  $\beta = .750$  ( $p < .001$ ), indicating that a one standard deviation increase in change drivers is associated with a 0.75 standard deviation increase in service delivery.

**Analysis**

The findings reflect a nuanced picture of change management effectiveness in Kampala's informal transport sector. Although awareness of reforms and institutional mechanisms is relatively high, the low adoption and perceived inaccessibility of services point to deeper systemic issues. The divergence between knowledge and behaviour suggests that informational interventions alone are insufficient. Economic constraints, distrust in regulatory agencies, and socio-political exclusion act as mediating variables that inhibit reform uptake particularly in SACCO participation and digital platform enrolment. The standard deviation patterns reinforce this: consistent high variability ( $SD > 1.0$ ) across nearly all measures indicates fragmented experiences, hinting at geographic, economic, or demographic disparities in how riders benefit from interventions.

KCCA's performance similarly highlights the tension between strategic planning and operational delivery. While respondents acknowledged clear institutional direction and communication ( $M = 3.49$ ), they doubted adequacy and reach. This suggests a need to decentralize reform implementation and engage Boda Boda stakeholders more inclusively. Importantly, the use of both descriptive and inferential analyses enabled a more comprehensive understanding of sectoral reform. Qualitative insights revealed nuanced perspectives such as the political empowerment through SACCOs or perceived exclusion from e-hailing apps that cannot be captured through Likert scales alone. Overall, the analysis supports a multi-level approach to change management: one that combines regulatory policy, technological access, socio-economic support, and grassroots mobilisation to ensure equitable service delivery in informal urban transport systems.

**Discussion of Findings**

This section critically interprets the study's findings by mapping them onto the ADKAR (Awareness, Desire, Knowledge, Ability, Reinforcement) and Kotter's 8-Step Change Models. It

evaluates how effectively each stage was realized in Kampala's Boda Boda sector and identifies areas where theoretical models fall short in informal economies. A concluding sub-section presents a "revised ADKAR+" framework tailored to such contexts.

### **Awareness and Urgency: Uneven Reach**

The findings revealed that most riders had some awareness of reforms, especially traffic safety campaigns, licensing procedures, and SACCO operations. This corresponds to the "Awareness" stage of ADKAR and Kotter's Step 1: Establishing a Sense of Urgency (Hiatt, 2006; Kotter, 1996). However, this awareness was not uniformly distributed across geographical zones or demographic groups, suggesting that communication was insufficiently targeted or inclusive. Informal peer networks and political patronage likely shaped the differential reception of formal messages (Müller & Doevenspeck, 2023).

### **Desire and Vision Buy-In: Motivation Misalignment**

The study found weak rider motivation to adopt reforms, especially digital registration and e-mobility. Only 36.5% considered digital platforms affordable, and fewer expressed intent to transition to electric bikes. This highlights the failure to adequately generate "Desire" (ADKAR) or effectively "Communicate the Vision" (Kotter's Step 4). Riders perceived reforms as top-down impositions rather than opportunities, reinforcing earlier findings that motivation must be grounded in trust and visible benefits (Raynor, 2014).

### **Knowledge and Empowerment: Partial Understanding, Limited Capacity**

Although over 40% of riders had undergone traffic training and recognized SACCO structures, many lacked practical knowledge on how to engage with digital tools or licensing systems. This aligns partially with ADKAR's "Knowledge" and Kotter's Step 5: Empower Broad-Based Action, but the findings point to gaps in accessible training and institutional handholding. Limited literacy, affordability, and digital exclusion weakened riders' ability to translate knowledge into action (Martin et al., 2023; Ouma, 2021).

### **Ability and Short-Term Gains: Fragmented Realization**

Some positive outcomes were evident e.g., safety gear distribution and structured SACCOs in specific regions but these "short-term wins" were not scaled or sustained. The "Ability" component of ADKAR and Kotter's Step 6: Generate Short-Term Wins were achieved in pockets but not consolidated. Many riders reverted to informal practices due to cost barriers, enforcement inconsistencies, and lack of support systems.

### **Reinforcement and Cultural Anchoring: Missing Institutional Follow-Through**

Reinforcement mechanisms were the weakest. There were few reward systems, peer accountability structures, or ongoing engagement forums. As such, the final stages ADKAR's "Reinforcement" and Kotter's Steps 7 and 8: Consolidate Gains and Anchor Change in Culture were poorly achieved. Without sustained incentives and recognition, behavioral changes remained sporadic.

### Model Reflection: Towards an Informal Economy Lens

The ADKAR and Kotter models provided valuable heuristics to map readiness and resistance. However, their linear, rational change assumptions fall short in informal, politically embedded economies. Three main limitations emerged:

- 1) Over-reliance on individual agency: In informal sectors, behaviour is shaped by collective norms, informal governance, and survival strategies, not individual linear progression.
- 2) Assumption of institutional stability: Both models presume structured enforcement and sustained messaging, which are lacking in fluid contexts like Kampala's Boda Boda sector.
- 3) Limited accommodation for power and exclusion: Political co-option of SACCOs and uneven enforcement complicate assumptions of "guiding coalitions" or centralized urgency (Goodfellow, 2016).

To adapt structured change frameworks to informal economies, a hybrid model is proposed, "ADKAR+", which retains core elements of the original but introduces modifications:

**Table 4: Proposed "ADKAR+" Framework for Informal Change**

Stage	ADKAR Element	Informal Sector Add-on ("+")
Awareness	Communication	Informal networks, political filtering
Desire	Motivation	Incentives linked to trust and lived needs
Knowledge	Training	Peer-to-peer learning, visual/experiential tools
Ability	Institutional Support	Embedded navigation systems, field mentors
Reinforcement	Recognition	Peer accountability, localized reward systems
+ Trust		Continual trust-building through feedback loops
+ Inclusion		Participation in co-creation and governance

This enhanced model underscores that trust, co-ownership, and localized incentives are indispensable for lasting reform in informal contexts.

### Conclusion

This study examined the role of change management drivers in shaping service delivery outcomes within Kampala's Boda Boda sector, using the ADKAR and Kotter's 8-Step Change Models as theoretical anchors. The findings revealed that while foundational change stages such as awareness creation and early pilot successes were achieved, significant gaps persisted in sustaining behavior change, institutionalizing reforms, and reinforcing compliance mechanisms. Specifically, interventions led by regulatory agencies (KCCA, MoWT), SACCOs, and digital innovators generated Awareness (ADKAR) and aligned with Kotter's early steps of establishing urgency and

forming coalitions. However, transitions to Desire, Ability, and Reinforcement (ADKAR), as well as the latter stages of Kotter's were hindered by limited trust, affordability barriers, fragmented implementation, and uneven stakeholder engagement. While the quantitative analysis confirmed a statistically significant relationship between change drivers and service delivery the qualitative data highlighted the role of contextual factors such as politicization, institutional overlaps, and economic exclusion as moderating influences.

### **Recommendations**

The study suggests a phased set of reforms targeting affordability, trust, fragmentation, and weak reinforcement identified in the findings. In the short term, policymakers should streamline mandates and messaging among KCCA, Uganda Police, and MoWT, and subsidize digital registration and compliance tools to ease onboarding. Community efforts should run local behaviour-change campaigns through rider associations and media, and pilot route-based SACCO clusters with micro-finance incentives and performance rewards. For the long term, the government should create a unified Boda Boda regulatory authority and formally include the subsector in urban mobility planning, such as dedicated lanes, digital infrastructure, and multimodal coordination. Community groups should establish peer accountability and rider recognition to encourage compliance and tackle repeat offences, while promoting narratives that highlight safe, regulated operations as socially valuable and economically beneficial. Each recommendation aligns with ADKAR stages (Awareness, Desire, Knowledge, Ability, Reinforcement) and Kotter's steps, ensuring that efforts both initiate and sustain lasting change.

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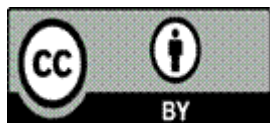
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