



ROAD MAINTENANCE MONITORING FINAL REPORT

QUARTER 1-3 FY 2014/15 (July 2014 – March 2015)

Urban Authorities
District Local Governments
UNRA Stations

Lira Municipality
Lira, Kole, Alebtong, Apac
Lira UNRA Station



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June 2015



FOREWORD



In the FY 2014/15 Performance Statement and the One Year Road Maintenance Plan, URF committed to monitor and evaluate its operations and performance of designated agencies.



This is a monitoring report of road maintenance programmes funded by Uganda Road Fund (URF) in the FY 2014/15 covering the period July 2014 – March 2015 for the following Designated Agencies (DAs) and one UNRA Station, viz.: Lira Municipality, Lira, Kole, Alebtong, Apac District Local Governments, and Lira UNRA Station. UNRA is the DA and its field stations are sub-units of analysis that are monitored and evaluated.

In the FY 2014/15 Performance Statement and the One Year Road Maintenance Plan, URF committed to monitor and evaluate its operations and performance of designated agencies. This is an instrument the Fund employs in assessing efficiency and effectiveness of its road maintenance funding strategies as mandated to it by the URF Act, 2008. It also comprises one of the key functional pillars used by the Fund to track implementation of its performance agreements with designated agencies each financial year.

It is hoped that readers find this report useful as a source of data and information in line with our core values of Prudence, Transparency, Integrity, and Value. Comments that are aimed at improving the quality of our business processes and future reports are very much welcome.

Eng. Dr. Michael M. Odongo

Executive Director

15 June 2015



EXECUTIVE SUMMARY

1.0 Introduction

Uganda Road Fund (URF) provides financial resources for road maintenance through disbursements to Designated Agencies (DAs) which are mandated to manage public roads. The DAs, one hundred and thirty five (135) in number, include Uganda National Roads Authority (UNRA) for national roads, Kampala Capital City Authority (KCCA) for capital city roads, Municipal Councils (22) for urban roads; and District Local Governments (111) for District Community Access Roads (DUCAR) and town council roads.

Monitoring and Evaluation (M&E) is one of the mechanisms employed by the URF Board in the collection of data and information on DAs, and in tracking their performance in accordance with provisions of bilateral agreements (URF-DA) in particular and the URF Act in general.

In line with the above context, Dativa and Associates is executing a framework contract for M&E of DAs in the Northern / North Western Region of Uganda funded by URF. This M&E report is in response to work issued in the second Call-off Order under a framework contract (Ref. URF/SRVCS/13-14/00036) between Uganda Road Fund (URF) and Dativa and Associates.

1.1 Overall objectives of the assignment

The overall objective of the assignment required an assessment of the extent to which the objectives of URF were being met with reference to the Key Performance Indicators (KPIs) set out in the performance agreements with DAs and the One Year Road Maintenance Plans (OYRMP). The M&E also aimed at generating lessons learnt and best practices for continuous improvement. The report considered Quarters 1, 2 and 3 of financial year

2014/2015 for Lira, Kole, Alebtong and Apac District Local Governments; Lira Municipality, and Lira UNRA station. The field work was conducted from 17th - 30th May, 2015.

1.2 Specific objectives of the assignment

The specific objectives of the assignment included the following:

- To ensure effective and timely monitoring of the implementation of performance agreements signed between URF and DAs;
- To ensure timely production of M&E reports to inform decisions in the key operations of the Fund;
- To ensure effective collection of data on condition of public roads and identification of the various relevant parameters that directly affect delivery of road maintenance services; and
- To ensure recurrent identification of key policy issues for the attention of the Fund Board, and lessons for continuous improvement.

1.3 Summary of analysis and main findings

1.3.1 Activities undertaken and their relevance to road maintenance

Across all the DAs visited, four major categories of activities were undertaken that had relevance to road maintenance. They were:

- Planning, which comprised of developing work plans and budgets; Engineering works, that included; Routine Manual Maintenance, Routine Mechanised Maintenance, Periodic and Term Maintenance.

- b) Administration of axle load control weighbridges-was applicable only to UNRA Lira and concerns national roads only
- c) Operation and repairs of road equipment which included:
 - Servicing the Chinese road equipment on guarantee by the supplier,
 - Training road equipment operators.
- d) Support services to road maintenance activities which included:
 - Overall and road maintenance planning work under Medium Term Framework (MTF), Annual and Quarterly plans
 - Procurement and recruitment
 - Disbursement of road funds
 - Storage and dispensing road materials
 - Accounting and executing payments
 - District Roads Committee operations
 - Environmental, health and gender issues mainstreaming
 - Road supervision, monitoring and evaluation.

1.1.2 Performance of road maintenance programmes

A procedure for rating DAs' performance was undertaken and **Table A** below gives the summary of findings:

Table A: National Roads Maintenance Programme

AGENCY	PERFORMANCE RATING (%)			Performance Category
	Physical Performance	Financial Performance	Overall Performance	
Lira UNRA Station	61.7%	96.4%	79.1%	Good
Performance National Roads	61.7%	96.4%	79.1%	Good

B: DUCAR Maintenance Programme

The rating of DAs' performance under the DUCAR is summarised in **Table B** below. It indicates individual agency performance in physical, financial, overall and using evaluation dashboard colours where **Green**, is good, **Amber**, is fair and **Red** for poor.

Table B: Agency by agency DUCAR performance ratings

AGENCY	PERFORMANCE RATING (%)			Performance Category
	Physical Performance	Financial Performance	Overall Performance	
Lira MC	121.5	84.3	102.9	Good
Lira DLG	49.6	93.9	71.75	Good
Kole DLG	14.9	41.8	28.35	Poor
Alebtong DLG	105.2	91.2	98.2	Good
Apac DLG	8.6	57.22	32.91	Poor
Average Performance DUCAR	59.96	73.68	66.82	Fair

The overall average performance of DUCAR was 66.82%, with a physical performance of 59.96% and financial performance of 73.68%. Overall performance of Lira MC was rated as good and the best in the lot visited in Call –off order number 2, followed by Alebtong DLG, LIRA UNRA Station and Lira DLG. The worst performing agency was Kole DLG with an overall performance of 28.35%, followed by Apac DLG at 32.91%.

Performance Rating Legend

PERFORMANCE RATING RANGE	DASHBOARD COLOUR	PERFORMANCE CATEGORY
0-33%		Poor
34-67%		Fair
68-100%		Good

2. Summary of Key general and specific findings

A1: National Roads

The URF budget for FY 2014/15 for national roads maintenance programme under UNRA had an approved annual budget allocation of UGX 274.438 billion. Planned activities under the programme included routine manual maintenance of 12,300 km at an estimated cost of UGX 10.5bn; routine mechanized maintenance of 6,500km at an estimated cost of UGX 32bn; term maintenance of 8,144km at an estimated cost of UGX 64bn; periodic maintenance of 2,125km at an estimated cost of UGX 97.46bn; routine/periodic maintenance of 307 bridges at an estimated cost of UGX 7.5bn; operation and maintenance of 15 axle load control weighbridges at an estimated cost of UGX 7.5bn; operation and maintenance of 9 ferries at an estimated cost of UGX 10bn; other qualifying works including

condition assessment, road committees, low cost sealing and consultancy services at an estimated cost of UGX 10.14bn; plant and equipment maintenance at an estimated cost of UGX12.15bn; road materials and tools at an estimated cost of UGX 3.85bn; road safety activities at an estimated cost of UGX 9.3bn; and operational expenses estimated at UGX 10bn.

This report covers monitoring at Lira UNRA Station for the quarter ended March 2015 (FY 2014/15).

Lira UNRA Station is in charge of a national road network of 1,052 Km, of which 152.4 Km is paved and 899.6 Km unpaved. At the time of monitoring, total cumulative funds received by Lira UNRA Station for quarters 1-3 totalled UGX 3,683,726,925; representing 69% of the approved annual budget.

A summary of findings and recommendations is given in the **Table A1** below:

Table A1: Key Issues in Lira UNRA Station – Q1-3, FY 2014/15

REF.	FINDING	RISK/EFFECT	STRATEGIES FOR IMPROVEMENT
1.	Challenges in attracting and retaining workers for routine manual maintenance due to scarcity of labour and a low monthly rate of UGX 72,000/km.	Poor performance and fast road deterioration.	URF should engage UNRA to review rates supported with a scientific study. URF can fund a study of rates.
2.	Inaccessibility of the Zonal equipment.	Delays in work schedules and costly outsourcing raising road maintenance costs.	URF should engage MoWT to review the Zonal equipment policy, so that equipment is more readily available.
3.	Limited or aging fleet of equipment not able to address the road maintenance needs on the network.	Rising road maintenance back log.	URF should engage MoWT and MoFPED to facilitate acquisition of new, appropriate and adequate fleet of equipment for all agencies.
4.	Mechanical Imprest is not sufficient for the station.	Risk of inability to carry out minor equipment repairs.	URF should engage UNRA to increase access to adequate Mechanical Imprest to the UNRA stations
5.	Delayed procurement of service providers since members of the Contracts Committee who are Engineers are very busy.	Risk of delayed implementation of maintenance works.	URF to alert UNRA head office of delays in procurement for their administrative action.
6.	Incomplete records: Payments amounting to UGX 170,042,604 and funds received of UGX 241,022,000 in July 2014 were not incorporated in the accountability report submitted to URF. In addition, not all expenditures reported in the accountability report could be traced to the payment vouchers.	Misstatement of financial information in the accountability report.	URF should demand accountability reports that are endorsed by Station Managers and countersigned by Station Head of Accounts. All URF sanctioned Audits, Monitoring and evaluations should require assessment of reliability of reports and efficacy of record keeping.
7.	Inadequate staffing: there was only one employee in the accounts department (accountant) at the station who had just been posted.	Underperformance of work by the station.	URF should raise the matter for adequate staffing with UNRA management to improve performance.

B1: DUCAR Network

The URF budget for road maintenance programmes under the DUCAR network for FY 2014/15 had an approved annual budget allocation of UGX 146.440 billion. A summary

of findings and recommendations for Lira MC, Lira DLG, Kole DLG, Alebtong DLG and Apac DLG is given in the **Tables D1** and E1 as below:

Table D1: General findings in DUCAR Agencies under Call-Off order No. 2: Q1Q3, FY 2014/15

REF.	GENERAL FINDINGS		STRATEGIES FOR IMPROVEMENT
	FINDING	RISK/EFFECT	
1.	Low remuneration rates not attractive to road gangs.	Non-performance of routine manual maintenance.	URF should undertake a study to review rates so as to make RMM more competitive.
2.	Delays in the procurement process, partly due to lack of imprest or where procurements of above UGX 200 million have to be approved by the Solicitor General who takes long to approve.	Delays in the execution of road maintenance activities.	URF should provide funds for procurement related activities and advise DLGs to use framework contracts. URF should engage the Solicitor General to explore ways to expedite approvals.
3.	Inaccessibility of the Zonal equipment.	Risk of resorting to hiring of private equipment that escalates road maintenance costs.	URF should engage MoWT to review the Zonal equipment policy, so that equipment is more readily available.
4.	Costly servicing of the FAW equipment and delays in carrying out the repairs.	High downtime of equipment slowing the pace of road works; Budget overruns on the mechanical imprest.	URF should engage MoWT to work out a cost effective mechanism for maintenance of equipment.
5.	Reduced attention to cross-cutting issues especially in now dominant force account operations	Inequity poor health and environment	URF should issue reminders to Accounting Officers with guidelines on how to coordinate cross-cutting issues under force account operations
6.	Road drainage system not adequately addressed.	Roads deteriorate rapidly and increase cost maintenance	URF should emphasise road drainage to all DAs
7.	High staff turnover especially for the position of District Engineer. In Kole, Apac, and Alebtong, the engineers were either on forced leave or some other form of disciplinary action. In the rest of the DAs except Lira UNRA station, all the rest were in acting capacity. The staff issue also affected town councils and other field staff such engineering assistants.	Delays in the execution of road maintenance activities.	URF should engage MoWT to review staffing levels at the agencies to ensure efficient implementation of road works.

In addition to the general findings, Table E1 below highlights specific findings in DUCAR on agency by agency basis.

Table E1: Specific findings in DUCAR Agencies under Call-Off order No. 2: Q1-Q3, FY 2014/15

FINDINGS	AGENCY WHERE OBSERVED	RISK/EFFECT	STRATEGIES FOR IMPROVEMENT
Political – Bureaucratic disputes	Kole Apac	Slow pace in implementation of road works including low funds utilisation.	URF should engage Ministry of Local Government to mediate and resolve the gridlocks.
Expensive hiring of equipment	Lira MC Kole DLG	Available funding not being sufficient for the programmed road maintenance activities.	URF should engage MoWT to streamline Zonal equipment management, to be more accessible to URF funded DAs
Inclusion of unplanned works at the time of road maintenance execution.	Lira MC	Failure to achieve planned road maintenance works.	URF should sternly caution Lira MC against such cases of diversion.
Poor preparation of work plans and progress reports.	Lira MC Kole DLG	Failure to adequately plan road maintenance activities and failure to accurately report achievements.	URF should issue updated guidelines on report preparation and dissemination to all its DAs.
Commingling of funds, leading to misstatement of figures in the accountability reports.	Lira MC Kole DLG Apac DLG Alebtong DLG	Inaccurate financial reports which affects decision making.	URF should hold discussions with DAs to help them streamline book keeping that facilitates proper reporting.
Difficulties in operating IFMS.	Lira MC Lira DLG	Risk of inaccurate financial reports which affects decision making.	URF should inform Ministry of Finance, Planning and Economic Development (MoFPED) of these difficulties for extra support to be given to those DAs.
Inadequately supported payment vouchers amounting to UGX 71,600,000.	Lira DLG	Risk of diverting URF funds to other activities	URF should emphasize to all DAs that payment vouchers which are inadequately supported with receipts, activity reports and consumption sheets will be disallowed.
Flouting of PPDA guidelines in procuring materials i.e. PDU not involved	Lira DLG	Risk of Irregularities according to the law.	URF should issue reminders to DAs to respect PPDA guidelines especially in procurement of road materials
Late release of funds from the General to Engineering Department bank account and subsequently to the sub agencies.	Lira DLG Apac DLG	Delayed works and unnecessary roll over of funds from one FY to another.	URF should issue reminders to DLGs to expedite disbursement of funds all the way from URF to the general account and to the sub-agencies to avoid delays in implementation of road maintenance works.
Roads graded are not being compacted.	Kole DLG	Fast road deterioration	URF to give feedback to Kole DLG. The Consultant did it during debriefing.
Mixing of Force account operation with contracting out (Kole – Teboke road).	Kole DLG	Isolation of responsibility of questionable performance.	URF in liaison with PPDA should issue guidelines on how to combine Force Account and outsourcing in one job.
Missing payment vouchers amounting to UGX 13, 990,000.	Kole DLG	A risk of possible misuse of road works funds.	URF should task Kole DLG to account for the missing payment vouchers.

FINDINGS	AGENCY WHERE OBSERVED	RISK/EFFECT	STRATEGIES FOR IMPROVEMENT
Non Submission of Q3 accountability report to URF.	Kole DLG	Risk of non-performance and misuse of road works funds.	URF should ensure that before a disbursement is done, the DAs should first provide the accountability reports for the previous Quarter.
Kole DLG refunded UGX 39,000,000 to the MoFPED since the funds had over stayed on the District bank account.	Kole DLG	Risk of non-maintenance of the roads stipulated in the work plan hence objectives are of URF not met.	URF should clarify to DAs on matters of rolling over unspent funds by close of a FY.
Poor performance of machine operators.	Apac DLG Alebtong DLG	Inefficient management of equipment.	URF should liaise with MoWT to retrain/refresh skills of machine operators.
Culverts with insufficient covers and with sharp approaches.	Apac DLG	Breakage of culverts.	URF should send feedback on these lapses to Apac DLG. The Consultant discussed the issue during the debriefing with DLG officials.
Inadequate staffing for machine operators.	Apac DLG	Risk of delays in case any of the operators is unable to report for duty.	URF should discuss this issue of understaffing with DAs.
Non availability of financial records while off the e-IFMS system e.g. M&E team visited when MoFPED was uploading salaries.	Apac DLG	Failure to authenticate accountability reports submitted to URF.	URF should emphasize that Apac DLG and other DAs must always back up reports with hard copies or off line computer storage instead of relying entirely on IFMS.
Variance in disbursements to Apac Town council	Apac DLG	A risk of misstatement of financial information.	URF should task management of Apac DLG to explain the variance.
Garnishment of URF funds amounting to UGX 43,850,566 by URA to clear tax arrears.	Apac DLG	Non-performance of planned works.	URF should task Apac DLG to refund back the monies which were taken by URA.
Low staffing to adequately manage road maintenance activities. Alebtong DLG has no Engineer. Currently, the acting Engineer is a volunteer.	Alebtong DLG	Poor attendance to road maintenance activities.	Alebtong DLG should request for additional staff from the MoWT.
Low performance of Routine manual maintenance.	Alebtong DLG	Fast road deterioration due to drainage blockages and road narrowing due to growing bush.	Alebtong DLG should plan and ensure proper performance of road gangs to adequately execute routine manual maintenance for all the four quarters in a year.
Non utilisation of URF funds released to Alebtong Town Council amounting to UGX 120,764,440 for Q1, Q2 and Q3.	Alebtong DLG	Low rate of implementation of planned works in sub-agencies.	URF should emphasize that before quarterly funds are disbursed to all Sub Agencies, the Sub Agencies should first account for the previous funds disbursed to them.

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LIST OF ABBREVIATIONS AND ACRONYMS

BFP	Budget Framework Paper
BOQ	Bills of Quantities
CAIIP	Community Agricultural Infrastructure Improvement Programme
CAO	Chief Administrative Officer
CARs	Community Access Roads
CFO	Chief Finance Officer
DA	Designated Agency
DLG	District Local Government
DRC	District Roads Committee
DSC	District Service Commission
DUCARs	District, Urban and Community Access Roads
FAW	Chinese automotive manufacturing company
FGD	Focus Group Discussions
FY	Financial Year
IGG	Inspector General of Government
K	Kilometre
KPI	Key Performance Indicator
LC	Local Council
LGMSD	Local Government Management and Service Delivery
LMC	Lira Municipal Council
LPO's	Local Purchase Orders
M	Metre
M&E	Monitoring and Evaluation
MC	Municipal Council
mm	Millimetre
MoFPED	Ministry of Finance, Planning and Economic Development
MoWT	Ministry of Works and Transport
MPs	Members of Parliament
MTF	Medium Term Framework
OYRMP	One Year Road Maintenance Plan
PDE	Procuring and Disposing Entity
PPDA	Public Procurement and Disposal of Assets Authority
Q	Quarter
TC	Town Council/Town Clerk
ToR	Terms of Reference
UBOS	Uganda Bureau of Statistics
UGX	Uganda Shillings
UNRA	Uganda National Roads Authority
URF	Uganda Road Fund

1.0 INTRODUCTION

1.1 Description of the report

This Monitoring and Evaluation (M&E) report is in response to work issued in the second Call-off Order under a framework contract (Ref. URF/SRVCS/13-14/00036) between Uganda Road Fund (URF) and Dativa and Associates. The assignment required Dativa and Associates to assess the extent to which the objectives of URF were being met with reference to the Key Performance Indicators (KPIs) set out in the performance agreements with Designated Agencies (DAs) and the One Year Road Maintenance Plans (OYRMP). The M&E also aimed at generating lessons learnt and best practices for continuous improvement. The report considered Quarters 1, 2 and 3 of financial year 2014/2015 for Lira, Kole, Alebtong and Apac District Local Governments; Lira Municipality, and Lira UNRA station.

The rest of this section covers background information to URF Agencies in the Call-off order, purpose of the assessment and Key issues addressed. The second section considers Methodology while the third discusses main findings followed by the fourth that discuss national and district roads of the Monitoring and Evaluation exercise. The fifth and last one covers recommendations.

1.2 Background to URF and its Designated Agencies in the Call-off order No.2

This sub-section gives background information to URF and the agencies covered in the Call-off order no.2.

1.2.1 Uganda Road Fund

The URF is a corporate body established by an Act of Parliament known as the Uganda Road Fund Act, 2008. The Act spells out the mandate of URF among other things, to designate agencies to carry out the following responsibilities:

- i) The development, rehabilitation and maintenance of public roads in a manner consistent with the economy and set standards;
- ii) That operations are conducted efficiently, economically and with due regard to safety; and
- ii) That the financial administration is conducted in accordance with the provisions of the URF Act and any general or specific directions issued by the Board (Fund).

The URF mandate also includes powers to collect any data and information which is necessary in supervision of the functioning of Designated Agencies in performance of road maintenance. In line with these demands, this assignment was commissioned.

1.2.2 Designated Agencies in the Call off order no.2

The selected agencies under the second Call off Order are part of what is generally referred to as the Lango sub-region which covers the area that was once known as Lango District until 1974. Out of eight (8) districts¹ that currently comprise it, only four were covered. In addition the sub-region capital, Lira Municipality, and the Lira UNRA Station were included as summarized in Table 1 below.

Table 1: Selected Agencies under Call-Off Order No.2

AGENCY TYPE	NAME OF AGENCY
Urban Authorities: Municipal Councils	Lira Municipality
District Local Governments	Lira, Kole, Alebtong and Apac
UNRA Stations	Lira UNRA Station

¹ Alebtong, Amolatar, Apac, Dokolo, Kole, Lira, Oyam and Otuke Districts

The sub-region is home to over 2 million people according to the 20014 national census and DAs covered have a population of 1.25 million.

1.3 Purpose of the assessment

The purpose of the assessment was at two levels: an overarching aim (general objective) and specific objectives of the services. These objectives and assessment activities undertaken are all itemised under this subsection.

1.3.1 Overall objective of the services:

The overall aim of the assignment was to establish the degree to which the objectives of the Fund are being met with reference to:

- i. Key Performance Indicators (KPIs) set out in the performance agreements and the One Year Road Maintenance Plan (OYRMP) and;
- ii. Generate lessons learnt and best practices for continuous improvement.

1.3.2 Specific objectives of the Services

The specific objectives of the assignment included the following:

- a) To ensure effective and timely monitoring of the implementation of performance agreements signed between URF and DAs;
- b) To ensure timely production of M&E reports to inform decisions in the key operations of the Fund;
- c) To ensure effective collection of data on condition of public roads and identification of the various relevant parameters that directly affect delivery of road maintenance services; and
- d) To ensure recurrent identification of key policy issues for the attention of Board, and lessons for continuous improvement.

1.3.3 Scope of activities

The scope of activities of the assessment was as follows:

- i. Measuring KPIs of road maintenance

activities financed by URF as stipulated in the performance agreements between URF and the DAs, as achieved during the quarter and cumulatively from the beginning of the current FY;

- ii. Tracking the quarterly and cumulative utilization of funds disbursed to agencies against approved work plans;
- iii. Tracking the utilization of funds rolled over from most previous Financial Year (FY) against the corresponding approved work plans;
- iv. Collection of data on effectiveness and immediate impact of URF funding on condition of public roads and identification of the various relevant parameters that directly affect delivery of road maintenance services;
- v. Identification of potential risks, implementation challenges and limitations at the agency and programme levels and proposing possible mitigation strategies;
- vi. Collection of data on the level of compliance with government policy requirements on mainstreaming of crosscutting issues, namely HIV awareness, gender and environmental protection issues;
- vii. Tracking of actions taken by DAs on previous audit, M&E and Board recommendations;
- viii. Collection of data on level of private sector involvement in road maintenance activities among DAs;
- ix. Establish the level of functionality of District Roads Committees (DRCs), identify weaknesses and propose corrective action/ necessary improvements;
- x. Make assessment of the efficiency and effectiveness; and propose areas of improvement of the force account implementation strategy in road maintenance specifically with regard to: equipment condition, quality of staff driving the equipment, maintenance

services for equipment, recruitment of gangs, daily productivity under force account, procurement of input materials and quality assurance.

- xi. Develop a performance rating criteria for DAs. This stems from the need to translate M&E findings into a performance rating for a given DA.
- xii. Prepare a draft final report on the consultancy services setting out summaries of all quarterly reports produced during the period of the assignment; key policy issues; lessons learned/ best practices identified, conclusions and recommendations; and
- xiii. Prepare a final resubmission comprising of the draft final report, amended with comments of the client, and project final accounts.

2.0 METHODOLOGY OF THE MONITORING AND EVALUATION.

The methodology adopted included the following:

- A general approach identified questions to be answered by the M&E exercise,
- Identification of data needs (evidence) and appropriate methods to collect the evidence;
- Development of tools for data collection;
- Application of sampling techniques for respondents and roads to be monitored;
- Agreeing on itinerary for field visits to be followed during data collection and;
- Deployment of appropriate analysis methods and tools.

2.1 General approach, methods and tools

Using Terms of Reference (ToR) as issued by the Client (URF), the Consultant gleaned out fourteen (14) interest areas for monitoring and evaluation around which data collection was organised. For each area of interest, assessment questions were developed, necessary evidence and its source identified; appropriate methods and tools considered for data collection as detailed out in **Appendix 5**. In **Box 1** below, the questions raised during data collection are summarised.

Box 1: Assessment questions

1. What is the degree to which the objectives of the fund are being met with reference to KPIs?
2. How was effective and timely monitoring of DAs ensured?
3. How timely have M&E reports been produced to inform decisions in the key operations of the Fund?
4. How effective has collection of data on condition of roads and identification of various relevant parameters that directly affect delivery of road maintenance services ensured?
5. What are the key policy issues for attention of Board?
6. What are the lessons for continuous improvement?
7. What was the respective agency's quarterly requisition?
8. For what purpose was quarterly requisition for?
9. When was the quarterly release made?
10. How much was released?
11. What was the quarterly release actually utilised for?
12. What was the basis for unit rates?
13. What were the funds rolled over from previous FY?
14. Were they rolled over to current FY?
15. How were they utilised against approved work plans?
16. What threats exist with Road Funds and funded agencies?
17. What are strengths of RF and their agencies?
18. What are the weaknesses of RF and their agencies?
19. What is the level of involvement of the private sector in road maintenance activities among DAs?
20. Have the DAs implemented the recommendations made from the previous audit, M&E and board reports?
21. What is the level of functionality of District Roads Committees (DRCs),
22. What are the weaknesses noted and recommended corrective action for improvements?
23. How effective and efficient is force account implementation strategy in road maintenance specifically with regard to: equipment condition, staff quality, gangs, productivity and material procurement?
24. What is the performance rating criteria of the DAs based on M&E findings?

Source: Gleaned from objectives and scope of work activities

The Consultancy team used both qualitative and quantitative methods for the assessment to answer the questions raised (Ref. Box 1). Qualitative methods were employed in addressing questions that could not be precisely measured quantitatively e.g. Identifying potential risks, implementation challenges and limitations at the agency level for particular areas of performance. Performance assessment questions in relation to Key Performance Indicators (KPIs), funds utilisation tracking, and infrastructure condition maintenance strategies were addressed quantitatively.

2.2 Specific M & E activities

The assignment was undertaken in three major phases with a number of stages within each phase.

i. Preparatory stage for field activities

The preparatory phase started with the receipt of second Call off Order which was received from the URF on 6th May 2015 and field visits commenced on 17th May, 2015 lasting up to 30th May, 2015. The lead time to commencement of field visits was shorter given prior experience of the first Call off Order in which tools for collection were already assembled. What needed to be done was extensive document review on the subject DAs in order to approach them with a fair amount of prior knowledge to build on for the M&E exercise.

Document review in general aimed at establishing the following:

- i. Agreed performance indicators, quantities of works planned for execution (targets) and milestones (including time, activities and budgets) for the agency and sub-agencies for quarters 1, 2 and 3 of FY 2014/15;
- ii. Actual amounts of money disbursed to the agency, reported expenditure and outputs;
- iii. Details of the different road sections and lengths planned to be maintained by the agency, scope of works (routine or periodic), maintenance modality employed (direct labour manual or

mechanised), estimated costs and the assumptions used in estimation;

- iv. Reported details of the road sections and lengths maintained by the agency, scope of works (routine or periodic) and actual costs incurred;
- v. Confirm compliance with the approved work schedule of the agencies and sub-agencies on quantities, quality and costs;
- vi. Establish the actual amounts of money received by the agencies and sub-agencies, verify the correctness of the reported expenditure and outputs;
- vii. Confirm the correctness of the reported details of road sections and lengths maintained by the agencies and sub-agencies, scope of works (routine and periodic) and actual costs incurred;
- viii. Establish the actual amounts of money which, having been received by the agencies was passed on to the sub-agencies and confirm the quantities, quality and costs of the works undertaken.

While document review was important prior to field work, it also continued to be during and after field work. Documents collected in the field had to be reviewed and this continued even after returning from the field. The Consultant developed an itinerary and fixed appointments with the respective Accounting Officers prior to commencement of field visits. The major handicap was that the team lacked an introductory letter from the Executive Director, Uganda Road Fund.

i. Field Work

This phase involved field visits to designated agencies (18th – 30th May, 2015) and programme sites

as specified in the call off order. The consultant itinerary was as follows, **Table 2:**

Table 2: Itinerary during field work

DATES	DESIGNATED AGENCY VISITED	KEY ACTIVITIES
17 May, 2015		Travel from Kampala to Lira
18 - 19 May 2015	Lira Municipality	<ul style="list-style-type: none"> Briefing sessions Desk studies especially examination of work plans, books of accounts and minutes of meetings Key informant interviews Visits to project sites-district and community access roads Debriefing session
20 -21 May, 2015	Lira District Local Government	
22 May, 2015	Lira UNRA Station	
23-24 May, 2015	Weekend used for Data Analysis and report writing	
25 - 26 May, 2015	Kole District Local Government	
27 May, 2015	Alebtong District Local Government	
28-29 May, 2015	Apac District Local Government	
30 May, 2015		Travel from Lira to Kampala

Briefing sessions and interviews

On arrival at every station, a briefing session with the Chief Administrative Officer (CAO), Deputy CAO, District Planner, District Engineer, Community Services Officer, Environmental Officer, and District Treasurer were undertaken. The briefing sessions were an opportunity to stress the purpose of the Monitoring and Evaluation visit and to get general comments on the administration of the road funds.

Upon getting an overview of the DA's road fund related activities, the Consultant team would breakout to various departments and respondents. The Team Leader concentrated on interviews with the CAOs, the District Chairpersons, the District Planners, District Environment Officers and, and District Health Inspectors. The Engineer on the team would proceed to engineering department to hold discussions with the District Engineers and later proceed to inspect roads. The Finance Experts on the team concentrated on accounts and procurement departments to examine books of accounts by ensuring adequate accountability of URF funds received in the respective quarters; and procurement aspects of the road maintenance activities.

In-field documents reviews

In-field desk studies were restricted to documents that related to reports submitted by the Districts to URF and in the case of Lira UNRA Station, those submitted to

UNRA Headquarters. These included Annual and Quarterly Plans, quarterly reports, minutes of District Roads Committees, procurements documents, books of accounts and correspondences on staff matters related to Engineering departments. Relevant audit reports were also examined among other documents.

Road inspection

In most of the cases, the Engineer on the team undertook road inspection visits; although in some cases, the Team Leader also visited some roads. The field inspection activity provided valuable opportunities to assess the quantity and quality of performance of road maintenance work. Challenges would be confirmed, collective advice would be given on the way road maintenance would be satisfactorily undertaken. Some interviews continued especially with the Lower Local Government officials –at Sub Counties.

Debriefing sessions

Debriefing sessions were held for all DAs except for Lira District Local Government where due various activities they were engaged in, the Consultant failed to find time for the debriefing session. The Consultant, upon finalising examination of records, road maintenance sites, and undertaking interviews, would briefly meet to harmonise findings prior to sharing them during the debriefing session with the DA key staff. In the debriefing meetings, findings

would be shared, further questions raised and explanations given. These debriefing sessions also provided an opportunity to point out best practices and weaknesses noticed including sharing experience of other DAs already visited. In some instances, the CAO made immediate administrative directives. For example in Apac, the District Engineer was directed to work more closely with the District Planner in organising monitoring and evaluation work related to Road Fund activities.

In addition, during the debriefing, the CAO and his team resolved to work out a plan to expedite utilisation of a colossal sum of money for road maintenance that was still lying on the district bank accounts. Also, in Kileleshwa District Local Government, the CAO directed that in future; road funds should be rolled over instead of remitting them to the treasury as is the case with other funds from central government.

iii. Data Processing, Analysis and Draft Report Writing Stage

The Consultant stayed in the field for 12 days including two days of the weekend. This was ample time to consider the data collected from desk reviews and field visits. Analysis of the data and its interpretation were against the monitoring and evaluation objectives as gleaned from the TORs. (Ref. Box 1). While the bulk of data analysis was undertaken back in the field, the exercise continued especially the quantitative questions that required collating the data with other data sets. After analysis, the Consultant team held report drafting meetings to derive a sense of common understanding from the analyses.

Summary of methodology

In general, the activities undertaken during the M&E assignment under this Call off Order number 2 were as summarised in **Table 3** below:

Table 3: Activities undertaken during the M&E Assignment

Number	Activity	Relevance to the M&E assignment
1.	Documents reviews	• Preparatory work for field visits
2.	Briefing sessions per DA	• To achieve mutual and common understanding of the essence of the M&E assignment
3.	Inspection of roads	• How maintenance is being undertaken.
4.	Inspection of stores	• How physical resources and inventory are managed.
5.	In-field examination of documents	• Audit of road fund utilisation.
6.	Visits to sub counties	• How road gangs are recruited, trained and supervised and how funds are being utilised.
7.	Discussions with road users	• Assessing appreciation of road maintenance works.
8.	Assessment of functionality District Roads Committees	• Decisions taken concerning prioritisation of road maintenance.
9.	Examination of Procurement processes	• Contribution to efficient acquisition of goods and service.
10.	Assessment of environmental, health and gender issues management	• Interaction between crosscutting issues with road maintenance activities.

3.0 DATA PRESENTATION, ANALYSIS AND MAIN FINDINGS

This chapter presents data and main findings derived from agency by agency analysis:

3.1 Observed Activities and their relevance to road maintenance

The M&E exercise identified three major categories of activities undertaken and had relevance to road maintenance. They were:

- 1) Engineering works,
- 2) Operation, repairs and maintenance of road equipment and
- 3) Support services to road maintenance activities.

3.1.1 Engineering works

During Q1, Q2 and Q3 of FY 2014/15, three types of maintenance activities were undertaken. These were:

- Routine Manual Maintenance
- Routine Mechanised Maintenance including Term Maintenance by contract
- Periodic Maintenance

Routine Manual Maintenance

The most wide spread road maintenance activity according to the Consultant's observations was Routine Manual Maintenance. All DAs undertook this activity except there were

variations in modalities practiced. While most DAs have road gangs who are paid a monthly stipend, Lira MC prefer to pay road gangs on task basis depending on their output. This practice appears to deliver better results and needs to be further investigated. Generally in districts, routine manual maintenance carried out was mainly grass cutting and drainage cleaning.

Although the drainage channels are being de-silted, a challenge of carting away the silt excavated from the drainage channels was witnessed. Across all the DAs, culvert cleaning was a great challenge and this was most evident in Kole district.

Routine Mechanised maintenance

Routine mechanised maintenance was done by all the six DAs. The sub activities carried out in the different agencies were predominantly; pothole patching, grading, and limited spot gravelling.

As already pointed out, some rehabilitation and construction of new roads in some instances (i.e. Lira MC, Kole TC and Alebtong TC) were undertaken.

Operation and repairs of vehicles/equipment According to the findings, a range of operation and maintenance of road equipment are carried out by DAs. The M&E team identified the following activities as summarised in Table 4 below:

Table 4: Road maintenance equipment

No.	Description	Lira MC	Lira DLG	Kole DLG	Alebtong DLG	Apac DLG	Lira UNRA	Total
1	Pick up	1	1	1	1	3	5	12
2	Motorcycles	1	2	1	2	3	5	14
3	Tippers	1	3	1	1	1	3	10
4	Trucks							
5	Graders		1	1	1	2	3	8
6	Wheel loader	1	1			1	1	4
7	Excavator							
8	Traxcavator							
9	Bull dozer		1			1	1	3
10	Vibro Roller					1	1	2

No.	Description	Lira MC	Lira DLG	Kole DLG	Alebtong DLG	Apac DLG	Lira UNRA	Total
11	Water Bowser							
12	Pedestrian roller	1	3				1	5
13	Plate Compactor						1	1
14	Agricultural tractor with Trailer							
15	Bitumen boiler and sprayer	1						1

Of all the DAs in the Lango Sub-region, Apac and Lira districts are the most endowed with equipment only surpassed by the Lira UNRA Station. However, none of the agencies including the UNRA station have a representative fleet of equipment that is in position to competently handle force account works qualitatively. For example, only two agencies –Apac and Lira UNRA station had vibro rollers and none of the agencies had a water bowser. Therefore, without proper watering and compaction, the graded roads cannot be durable.

It was also observed that DAs were preoccupied with servicing road equipment. This was particularly acute for District Local Governments who have equipment from China and are still under guarantee to be serviced by the supplier, FAW.

3.1.2 Support services to road maintenance activities.

Support services related to road maintenance that were observed included the following:

- Procurement and recruitment
- Disbursement of road funds by treasury and auditing
- Storage and dispensing road materials
- Accounting including executing payments
- Road supervision
- District Roads Committees operations
- Environmental, health and gender mainstreaming

The Consultant identified the following activities that were undertaken to support road maintenance:

- 1) Planning activities for road maintenance - these were mainly undertaken by the engineering departments at the district and municipal governments.
- 2) Procurement related activities -

pre-award of contract activities (procurement lead time activities).

- 3) Disbursement of funds by district local governments to town councils and sub county local governments (sub-Agencies) and accountability by Agencies and sub-Agencies.
- 4) Audit of URF funds at the Agency and sub-Agency levels.
- 5) Integration of cross-cutting issues such as HIV/AIDS, Gender and Environmental protection services.
- 6) Repair and maintenance of road equipment.
- 7) Negotiations and conflict resolutions with landowners including compensation for road reserve land.

In relation to the above activities to support road maintenance, the following are the findings:

- 1) Road Fund activities are not fully integrated in district planning activities. All District Planners interviewed participate in drawing work plans but are not engaged in monitoring and this was particularly so in Kole and Apac DLGs.
- 2) In general, release of funds to Agencies and sub Agencies happens by the 15th of the month following the end of a Quarter. However, Engineering departments take a while to realise the money on their respective departmental accounts except Lira MC which was completely happy with the funds flows. They realise their disbursements before the 10th of the first month of the quarter.
- 3) District local governments visited reported that there is no deliberate effort anymore to integrate cross-

cutting issues in road maintenance activities. In Alebtong DLG, this lapse was most glaring where murrum burrow pits could be seen along almost all the roads worked on.

- 4) The road equipment at all LGs and also Lira UNRA required frequent repairs and the equipment were deemed inappropriate for the tasks they are required to perform. The UNRA station had an old fleet and some appeared grounded for ever. The LGs' equipment was generally meant for very light work; yet some

road maintenance and sometimes rehabilitation are performed.

- 5) Comments on the FAW equipment supplied under a Chinese grant was commended for being very useful for road maintenance as long as they are not used for very heavy work not meant for them.

In summary, **Table 5** below displays activities performed by DAs that are related to road maintenance.

Table 5: Summary of road maintenance activities

NUMBER	ACTIVITY	RELATION TO ROAD MAINTENANCE
1.	Planning and reporting	<ul style="list-style-type: none"> Developing work plans and budgets Submission of periodic reports to URF Inputting work outputs in Output Based Tool (OBT)
2.	Routine Manual Maintenance Routine mechanised maintenance Periodic maintenance Rehabilitation and construction of new roads	<ul style="list-style-type: none"> Engineering works
3.	Operation and repairs of vehicles/ equipment	<ul style="list-style-type: none"> Servicing the Chinese road equipment on guarantee by the supplier Training road equipment operators
4.	Support services to road maintenance activities.	<ul style="list-style-type: none"> Road supervision District Roads Committee activities Environmental, health and gender issues mainstreaming Procurement and road maintenance staff recruitment Management of road gangs and contractors Disbursement of road funds by treasury and auditing Storage and dispensing road materials Accounting including executing payments

All activities observed are permissible under road fund guidelines except rehabilitation and construction of new roads. New roads are being constructed in Kole and Alebtong town councils and many roads were under construction in Lira Municipality. The CAO in Kole remarked;

'...KoleTown Council is new and had only one road and so new roads are being constructed to create streets'

The rehabilitation and construction of new roads affects the FAW equipment severely when used in these heavy works.

3.2 Extent of performance in light of KPIs

An assessment of district and national road network performed according to KPI is summarised below. It indicates that Lira MC and Alebtong DLG in general had better maintained roads where 121.5% and 105% % respectively were assessed as good. Kole and Apac DLGs have poorly maintained roads as seen in the **Table 6** below.

Table 6: Quality of road maintenance

DESIGNATED	NETWORK LENGTH	PHYSICAL PERFORMANCE	DASHBOARD		
AGENCY	(KM)	(%)	GOOD	FAIR	POOR
Lira MC	159.6	121.5			
Lira DLG	455	49.6			
Lira UNRA	1052	61.7			
Kole DLG	389.5	14.9			
Alebtong DLG	433.4	105.2			
Apac DLG	332.95	8.6			

It should be noted that these KPIs are reported as at the time of inspection 18th – 29th May, 2015.

In terms of utilisation of road funds, findings are as follows:

3.3 Quarterly releases and utilisation of funds in relation to approved plan

By the end of Q3, all the six Agencies that the Consultant visited had, on average, received releases amounting to over 75% of their approved annual budgets. This is illustrated in **Table 7** below.

Table 7: Quarterly releases and utilisation of funds in relation to approved plan

Agency	Total Receipts (UGX)	Transfers (UGX)	Rolled over Funds (UGX)	Total Available (UGX)	Utilized (UGX)	% Utilized	Balance (UGX)
Lira DLG	407,546,430	72,345,028	0	335,201,402	314,795,000	93.91	20,406,402
Lira MC	1,005,011,146	0	0	1,005,011,146	847,111,000	84.29	157,900,146
Kole DLG	374,513,145	191,880,448	0	182,632,697	76,264,111	41.76	106,368,586
Albetong DLG	480,904,680	187,956,351	74,265,080	367,213,409	334,940,586	91.21	32,272,823
Apac DLG	615,250,616	228,428,844	0	386,821,772	221,337,986	57.22	165,483,786
Lira UNRA	3,924,748,925	0	0	3,683,726,925	3,552,060,306	96.43	131,666,619
Total	6,807,974,942	680,610,671	74,265,080	5,960,607,351	5,346,508,989	89.70	614,098,362

Kole and Apac reflected unspent funds at the end of FY 2012/2013. While Apac rolled over the money, Kole returned it to the treasury directly. Lira MC, Lira UNRA, Lira, and Apac DLGs did not have rolled over funds.

3.4 Physical and financial performance rating

Details of physical and financial performance at the end of Q3 are given in the respective DA reports in sections 4 and 5 below. What follows in section 3.5 are emerging average unit rates. However, we first present financial performance rating as summarised in **Table 8** below.

Table 8: Financial performance rating

Designated Agency	Total Available Funds (UGX)	Utilized (UGX)	% Utilization	Absorption Rating (%)		
				Good	Fair	Poor
Lira DLG	335,201,402	314,795,000	93.91%			
Lira MC	1,005,011,146	847,111,000	84.29%			
Kole DLG	182,632,697	76,264,111	41.76%			
Albetong DLG	367,213,409	334,940,586	91.21%			
Apac DLG	386,821,772	221,337,986	57.22%			
Lira UNRA	3,683,726,925	3,552,060,306	96.43%			
Total	5,960,607,351	5,346,508,989	89.70%			

In terms of financial performance, Table 8 above indicates that Lira UNRA (96.43%) topped the DAs visited; followed by Lira DLG (93.91%) and Alebtong DLG (91.21%). Least financial performance was observed at Kole DLG (41.76%) who had not utilised even half of the agency allocation despite the fact that the FY was closing in a months' time; and Apac DLG (57.22%).

3.5 Emerging average unit rates of routine & periodic road maintenance activities

Unit rates have been calculated and estimated basing on expenditure incurred on Periodic Maintenance, Routine Mechanised maintenance and Routine Manual Maintenance. The expenditure incurred was in form of road materials, fuel, road equipment, payments to road gangs, payments to road overseers and tools supplied to the road gangs. Operational expenses were excluded as some agencies could not apportion them to the projects.

From the analysis and calculations undertaken, the Consultant was able to compute the following unit rates as outlined in Table 9 below:

Table 9: Emerging unit rates

AGENCY	UNIT RATES (UGX)		
	PM UGX	RMeM UGX	RMM UGX
Lira DLG	-	9,699,375	-
Lira MC	56,446,735	9,874,315.07	630,000
Kole DLG	-	1,262,421	-
Albetong DLG	9,007,900	2,094,456	762,864
Apac DLG	-	4,337,900	-
Lira UNRA		3,241,002	782,693

Other unit rates are based on national guidelines issued by URF; for example payments to road gangs.

It should be noted that road gangs are in many instances not provided with the necessary tools and they end up using their own equipment whose associated costs are not factored in by the employer. Therefore, the full cost of deploying road gangs cannot be reflected. In general, unit rates paid to road gangs was roundly described as too low.

3.6 Organisation & financing of roads against key performance criteria

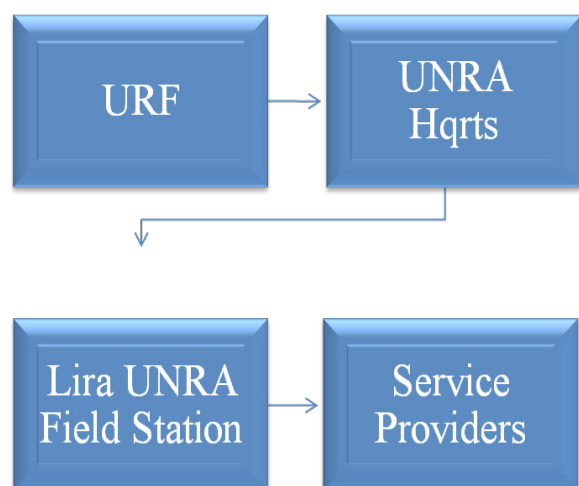
This section discusses organisation, management and financing of roads against efficient, effective and sustainability criteria from two broad perspectives: the perspective of a Local Governments and that of a UNRA field station.

Perspective of Local Government

Two types of designated agencies fall under this category - the Municipal Council and District Local Government. Each of these DAs has sub-agencies as divisions and sub-counties respectively. URF disburses funds directly to the bank accounts of the DA and in the case of a district; these funds have to be transferred to works departmental account.

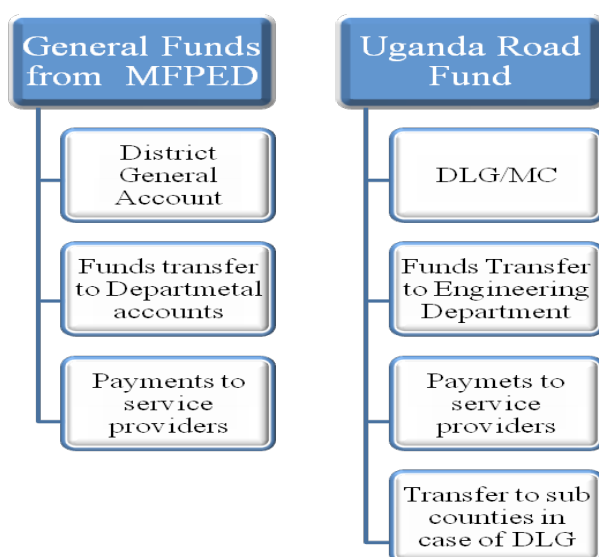
In the case of Lira UNRA station, the flow of funds follows the pattern indicated the figure 1 below:

Figure 1 Flow chart for funds in the UNRA field station



As for LG agencies the flow pattern as indicated in figure 2 below.

Figure 2: Flow chart for funds in Local Government Sub-system



The Consultant noted that while government subventions (transfers) from Ministry of Finance, Planning and Economic Development (MFPED) have a well-developed transfer and alert system to eliminate delays to notify and transfer funds to respective user departments, this seems not be the case with Road Fund remittances. Road Fund money can be received at the district general account and it takes time for the Engineering department to be alerted about these funds, let alone for the district treasury to transfer the money. This creates an artificial shortage of funds for execution of road works.

The coordination between the District Roads Committee (DRC) and the District engineering department was well streamlined especially where the Chairperson of the DRC is also the District Chairperson. However, in many DAs convening District Roads Committee was a challenge. This was the case in the following districts: Apac, Kole and Lira. In Apac district the Committee had only sat once since the financial year began and in Kole, the committee had just resumed its sitting after a long break of two quarters.

All district local governments had road maintenance equipment with trained operators. However, the capacity to service and repair the equipment was in all cases assessed as limited, if not none existent in some cases. Local governments with Chinese made equipment (FAW) were still under guarantee for both servicing and repairs. In all cases, the LG officials complained that the costs were prohibitive and unsustainable. It was also noted that while the equipment was designed for light work of maintenance, the conditions of some roads warranted rehabilitation before routine maintenance and such works was stretching the capability of the equipment.

3.7 Bottlenecks in utilisation of funds by DAs & current methods to address them

A wide range of bottlenecks were observed during the field visits and include the following:

- High staff turnover especially for the position of District Engineer. In Kole, Apac, and Alebtong, the engineers were either on forced leave or some other form of disciplinary action.
- In the rest of the DAs except Lira UNRA station, all the rest were in acting capacity. The staff issue also affected the town councils and other field staff such engineering assistants. Low staffing levels affected road works. Refer to **Table 10** below:

Table 10: Staffing (Engineering Dept/Section)

Title	No.	Remarks
Lira MC		
Head	1	Principal Municipal Engineer
Deputy	1	Superintendent of Works
Engineering Assistants	2	roads and buildings
Road Inspectors	1	Foreman works
Road Overseers	-	
Lira DLG		
Head	1	Senior Civil Engineer as Acting District Engineer
Deputy	-	
Engineering Assistants	1	
Road Inspectors	-	
Road Overseers	7	On contract
Lira UNRA		
Head	1	Newly transferred to station as Station Engineer
Deputy	-	
Engineering Assistants	2	
Road Inspectors	2	
Road Overseers	7	
Kole DLG		
Head	1	On interdiction
Deputy	1	Out for studies
Engineering Assistants	2	
Road Inspectors	-	
Road Overseers	-	
Alebtong DLG		
Head	1	On interdiction
Deputy	-	
Engineering Assistants	-	
Road Inspectors	1	
Road Overseers	-	
Apac DLG		
Head	1	On study leave
Deputy	1	
Engineering Assistants	1	
Road Inspectors	1	
Road Overseers	-	

- Limited fleet of equipment permeates all DAs in the Lango Sub-region albeit Lira UNRA station, Apac and Lira districts being slightly more endowed than the rest. This state of affairs constrains experiencing full benefits that force account offers.

- Frequent breakdown of road equipment. The road equipment that was provided to the agencies was meant to do road maintenance. However, due to the poor state of the roads and the terrain, the equipment ends up being used to do heavy road works which result into a high rate of breakdown.

- Limited access to the Zonal equipment in Gulu regional workshop makes it difficult to work in areas that require such specialised equipment.
- Failure by technical staff to prioritise construction of off shoots drains for most of the roads especially Alebtong, Kole and Lira Town council.
- The personnel managing road maintenance require training and mentoring if some intrinsic weaknesses are to be solved.
- Delayed procurement processes, which was attributed to bureaucracy and late prequalification of suppliers of road materials like fuel, aggregates among others.
- Low allowances to equipment operators who end up leaving the agencies to go for better paying jobs elsewhere.
- Low rates of allowances to road gangs who prefer doing casual businesses in the nearby communities.
- Delays in transferring road fund money from the General Fund to the Works department bank account.

3.8 Attributes of efficient and effective Monitoring and Evaluation System

A comprehensive monitoring and evaluation system of the road fund that complies with government-wide monitoring and evaluation is yet to emerge at the Agency level and a solution is required urgently.

The current system in place varies in detail from DA to DA. In general, the following play roles in Monitoring and evaluation of road funds:

- i. The CAOs in their supervisory roles as Accounting Officers.
- ii. The District Chairperson and other interested political actors undertake monitoring although it is rarely systematic/structured and continuous.
- iii. URF officials from Kampala undertake occasional monitoring activities.

However, a more efficient and effective Monitoring and Evaluation System would emphasise the following:

- i. Streamlining events when M&E findings would be shared for decision making. The events would include a discussion of road funds related matters during the regular district technical team meeting.
- ii. The Engineering department would be expected to have regular scheduled meetings where they discuss the progress of their various projects including those under road fund. They would require monitoring reports to support review of road fund related activities. There was no evidence to show such meetings took place in any district.
- iii. Road inspections site meetings including setting up project committees for each undertaking. This may be augmented by community based monitoring by way of community score cards. There was no evidence of community based monitoring for all DAs including Lira UNRA station.
- iv. Meetings by District Roads Committee meetings. There was evidence of regular meetings in some DAs such as Alebtong.
- v. Regular reporting to URF by DAs would facilitate URF to carry out the review and evaluation of DA performance.

3.9 Lessons Learnt

Key lessons learnt in this monitoring and evaluation exercise include the following:

- i. Low staffing levels, especially senior technical staff is affecting efficient road maintenance works in many agencies visited.
- ii. Limited coordination of Districts with MoWT is limiting standardisation of approaches of road maintenance and national transport management.
- iii. Regional road equipment workshop in Gulu and road equipment unit operators training centre in Luwero,

have limited effect on the efficient maintenance of road equipment.

- iv. Where the District Roads Committee and the District Chairperson are the same, there is more effective coordination within the district road maintenance fund related activities.
- v. Where road equipment operators also have mechanical engineering knowledge, the road equipment units are better managed.
- vi. MoFPED fund release mechanisms are efficient in eliminating delays in alerting fund users. Uganda Road Fund could use the same mechanism to improve disbursements.
- vii. Road equipment sustainability is only feasible with proper estimates for their maintenance paid for by URF.
- viii. Where M&E is tagged on the DAs' cycle of events, it is more effective and efficient.

3.10 Recommendations

- URF needs to synchronise road maintenance and road rehabilitation activities as these are closely allied especially where road maintenance fails to perform efficiently, it leads to need for rehabilitation.
- URF should work closely with District Finance Departments to devise ways of speeding up alerts for remitted funds to all concerned and in addition, develop a vote and book keeping system that can allow calculation of actual unit rates for road fund related activities.
- Local Government agencies should centralise monitoring and evaluation of road maintenance activities in the office of the District Planner. This would support mainstreaming of cross-cutting issues as the District Planner has mandate for M&E in the district. However, this should be supported by explicit appointment by the URF and channelling of funding to that office. The District Engineers can continue undertaking supervision of road fund related activities and indeed

all engineering works of the district and urban authorities as appropriate.

- URF should require (if it not already being done) real time reporting on disbursement of funds by UNRA headquarters to Stations. Since Stations are sub agencies, URF needs to know how efficiently funds are flowing there and enhance early warning system of likely poor performance.
- District Roads Committees should have an annual or biannual event where they share experiences in National Roads Management.
- Road Gangs should be equipped with tools to perform their work and their rates be reviewed to be competitive with other jobs of a similar nature.
- URF should work closely with MoWT to strengthen capacity building of road maintenance unit operators, regional workshops, and together closely monitor allied activities.
- There is need for improvement in record keeping and accountability for URF funds. Payments relating to URF should be separated from other sources to enable tracking utilisation of funds. Specific codes could be used to distinguish URF funds for ease of accountability. Disbursements of funds to sub counties should be timely.

3.11 Mainstreaming of Crosscutting Issues

Part of the scope of work for the assignment was collection of data on the level of compliance with government policy requirements on mainstreaming of crosscutting issues, namely, HIV/AIDS awareness, gender and environmental protection issues. Agency by agency performance is given in the detailed respective reports.

Lira Municipal Council has a gender focal person responsible for ensuring that large proportions of women are included in road activities and their activities are mainly in the area of keeping the roads clean including sweeping and collection of litter. There was no obvious activity in the area of HIV/AIDS except the general efforts of the department of health

continuing the efforts in containment of its spread. Environmental Protection emphasised tree planting.

It was noted that women dominated in road maintenance activities in Lira District Local Government because of the gender preferences and appear not to be as a result of a deliberate policy. The agency did not take the HIV/AIDS issue serious, since it was thought to be the responsibility of the Health Officer in the health department. However, environmental protection used to be given first priority to an extent that environmental mitigation was one of the items in the BOQs; although the area has been neglected since migration to force account.

For Lira UNRA Station, both men and women are engaged in work on the road both as employed staff in the station and in the field. At the station office, women are engaged in non-engineering activities such as secretarial work and accounts. All the engineering staff including the Station Manager are men. There was no clear effort in the area of HIV/AIDS although the station has a policy of ensuring that all contractors have and implement the policy. There were no observable activities in relation to environmental issues that the newly posted Station Manager could report.

Kole District Local Government was more engaged in political and bureaucracy disputes on use of road funds and therefore not much attention was paid in cross cutting issues. However, there are few men are engaged in road works and no well-planned programme undertaken to incorporate control of HIV/IDS in the district. However, the Environmental Officer focussed on tree planting in the Kole Town Council and claimed there was no funding of activities beyond the district capital. He also noted that the engineering department was doing little to engage his department.

At Alebtong District Local Government; most workers are women as men are reluctant to work on the roads and no planned activity was reported for environmental protection.

In Apac District Local Government, there was a deliberate action of encouraging women to apply for road gang activities in the routine manual maintenance but there were no activities related to HIV / AIDS and environmental protection. It was reported that an item on environmental mitigation measures is usually included in bids for periodic maintenance works.

4.0 NATIONAL ROADS

MAINTENANCE PROGRAMME

The URF budget for FY 2014/15 for national roads maintenance programme under UNRA had an approved annual budget allocation of UGX 274.438 billion. Planned activities under the programme included routine manual maintenance of 12,300km at an estimated cost of UGX 10.5bn; routine mechanized maintenance of 6,500km at an estimated cost of UGX 32bn; term maintenance of 8,144km at an estimated cost of UGX 64bn; periodic maintenance of 2,125km at an estimated cost of UGX 97.46bn; routine/periodic maintenance of 307 bridges at an estimated cost of UGX 7.5bn; operation and maintenance of 15 axle load control weighbridges at an estimated cost of UGX 7.5bn; operation and maintenance of 9 ferries at an estimated cost of UGX 10bn; other qualifying works including condition assessment, road committees, low cost sealing and consultancy services at an estimated cost of UGX 10.14bn; plant and equipment maintenance at an estimated cost of UGX 12.15bn; road materials and tools at an estimated cost of UGX 3.85bn; road safety activities at an estimated cost of UGX 9.3bn; and operational expenses estimated at UGX 10bn.

4.1 Lira UNRA Station

Lira UNRA Station is one of the 22 stations across the country with the responsibility of maintaining the national road network within Lira sub-region.

4.1.1 Physical Performance

Lira UNRA Station as a Designated Agency is in charge of a road network of 1,052 Km, of which 152.4 Km is paved and 899.6 Km is unpaved. At the time of monitoring, the work plan for FY 2014/15 had progressed as follows:

- 100% of planned Routine manual maintenance in Q3 had been undertaken by the agency;
- Performance for Routine mechanized maintenance stood at 53.8 % of planned activities.

The monitoring team sampled and visited some of the road maintenance works that were planned for FY 2014/15. The condition of some of the roads visited by the Consultant under Lira UNRA Station is depicted in **Figure 4.1** below. The state of individual roads is detailed in **Appendix 4**.

Although good road works were noted in some areas, much of the road network; notably Ngeta – Kitgum Bdr, Akia – Aloii, Lira – Aduku – Apac were in poor condition, as seen in Fig. 4.1 below. This was attributed to the heavy rains and heavy traffic plying them which calls for proper programming to take into consideration the rainy season. For example, on Lira - Boroboro – Abaho road (41 Km); Urgent works required in the swamp at Ch 36 + 200, where there is massive erosion and on Lira – Kamdini road (68 Km), broken edges that require recharging with gravel to avoid further breakages.

The general condition of the roads visited is shown in captioned pictures below:

Captioned images of roads visited.



Lira UNRA: Ogur - Apala road (17 Km); Road in good condition after recently routine mechanised maintenance. However Routine Manual Maintenance should be intensified.



Lira UNRA: Ogur - Apala road (17 Km); Well shaped road.



Lira UNRA: Adwari - Okwang - Omwonyile road (40.7 Km) with recent grading, spot gravelling and drainage improvement.



Lira UNRA: Adwari - Okwang - Omwonyile road (40.7 Km) routine manual maintenance should be intensified.



Lira UNRA: Lira - Boroboro - Abaho road (41 Km) recently graded and well compacted.



Lira UNRA: Lira - Boroboro - Abaho road (41 Km); Urgent works required in the swamp at Ch 36 + 200, where there is massive erosion.



Lira UNRA: Lira - Kamdini road (68 Km) with broken edges that require recharging with gravel to avoid further breakages.



Lira UNRA: Lira - Kamdini road (68 Km); patching works adequately handled.

Figure 4.1 Photographs in Lira UNRA Station

4.1.2 Financial Performance

Funds Released during Q1-Q3 FY 2014/2015

A review of the financial records at the station indicated that there were no funds rolled over from FY 2013/14.

Total cumulative funds received by Lira UNRA Station for Q1, Q2 and Q3 totalled UGX 3,683,726,925; representing 69% of the approved annual work plan budget as detailed in **Table 11** below:

Table 11: Planned versus releases for Lira UNRA station

PERIOD	WORK-PLAN BUDGET		FUNDS RELEASED		RELEASES
	QUARTERLY	CUMULATIVE	QUARTERLY	CUMULATIVE	CUMULATIVE
	UGX	UGX	UGX	UGX	%
Q1	621,737,000	621,737,000	1,307,497,692	1,307,497,692	210
Q2	881,256,000	1,502,993,000	1,192,194,245	2,499,691,937	166
Q3	605,527,000	2,108,520,000	1,184,034,988	3,683,726,925	175
Total	2,108,520,000	2,108,520,000	3,683,726,925	3,683,726,925	175

Expenditure during the period Q1-Q3 FY 2014/2015

The utilisation of received funds by Lira UNRA station are presented in **Table 12** below:

Table 12: Funds utilised by Lira UNRA station for Q1 to Q3

Period	Funds Released		Funds Utilization		% Utilization	Un-Utilized Funds
	Quarterly	Cumulative	Quarterly	Cumulative		
	Ugx	Ugx	Ugx	Ugx		Ugx
Bal b/f						
Q1	1,307,497,692	1,307,497,692	899,048,522	899,048,522	69%	408,449,170
Q2	1,192,194,245	2,499,691,937	1,534,737,107	2,433,785,629	129%	-342,542,862
Q3	1,184,034,988	3,683,726,925	1,118,274,677	3,552,060,306	94%	65,760,311
Total	3,683,726,925	3,683,726,925	3,552,060,306	3,552,060,306	96%	131,666,619

As shown in Table 12 above, total cumulative expenditure for Q1, Q2 and Q3 for the FY 2014 /15 was UGX 3,552,060,306; which accounts for 96% of the three-quarter budget. However, the cumulative expenditure and cumulative releases for Q1 to Q3 were under stated as explained in **Table 13** below.

Expenditure during the period monitored comprised of UGX 836,698,780 spent on Labour Based Contracts; UGX 1,760,512,061 expended on Force Account; UGX 206,535,649 utilised for Mechanical Imprest, UGX 8,889,000 used for maintenance of the ferry ;Office Imprest amounted to UGX 72,864,716;Axial Road expenditure amounted to UGX 103,309,400 and other emergencies amounted to UGX 563,250,700 as detailed in **Table 13** below.

Table 13: Expenditure on various road related activities

Details	Total Expenditure (Q1 to Q3)
Labour Based Contracts	836,698,780
Office Imprest	72,864,716
Ferry	8,889,000
Mechanical Imprest	
Preventive Repairs	50,275,040
Minor repairs	57,078,955
Major Repairs	99,181,654
Mechanical Imprest total	206,535,649
Force Account Works	
A: Roads	
Old Road Network	
Lira Kamdini	85,424,800
Ngeta Puranga	45,798,000
ii) Routine Mtnce – Unpaved	
Lira -Agwata- Aduku	113,740,945
Lira Aduku Apac	30,450,000
Akia - Aloï –Olilim	129,430,200
Apac Masindi Port	103,048,000
Ngetta Apala Adwari	44,550,000
Adwar Okwang Omwonylee	73,881,000
Aduku Nambieso	83,836,506
Aduku Teboke	98,248,000
Apac Cegere	77,040,000
Cegere Kidilane	78,209,000
Odyak Muntu Alemere	159,450,500
Cwagere Kwera	48,870,000
Ami Kidlani Atapara	72,990,000
Ogur Apala	41,720,000
Lira Boroboro	89,652,000
Agwata Kachungu	8,144,000
Adwari Okee	49,134,000
Lira Agwata Dokolo	10,299,800
Agweng Aromo	11,852,360
Ajwii Swamp	74,684,000
Stone Patching	94,752,000
Aloï Abako (Emergency)	32,355,200
Apala Aloï Alebtong (Emergency)	22,978,000
Lira Railway Access	17,113,750
Humps	62,860,000
Total Force Account Works	1,760,512,061
B: Bridges	-
Axle Road	103,309,400
Total Bridges	103,309,400
C: Others	-
Emergencies	-
Term Maintenance Supervision	34,795,000
Road Committee Sensitization	10,083,500
Vigilantes Allowance	4,000,000
Fuel – Station	503,452,200
Data Collection	3,420,000
IT maintenance	7,500,000
Total Emergencies	563,250,700
GRAND TOTAL	3,552,060,306

4.1.3 Status of mainstreaming of cross-cutting issues

4.1.3.1 Gender

Both men and women are engaged in work on the road both as employed staff in the station and in the field. At the station office, the women are engaged in non-engineering activities such as secretarial and in accounts. All the engineering staff including the Station Manager are men. The ratio of male to female could not be established as the records did not indicate this fact.

4.1.3.2 HIV/AIDS:

There was no obvious effort in this area although the station has a policy of ensuring that all contractors have and implement the HIV/AIDS policy.

4.1.3.3 Environment:

There were no obvious activities in relation to environmental issues that the newly posted Station Manager could report.

4.1.4 Implementation challenges and key Issues at Lira UNRA Station

Implementation challenges in the DA included:

- Low payment rates for the road gangs which do not attract labourers from other competitive economic activities (a low monthly rate of UGX 72,000/km is paid); hence scarcity of labour
- Aging fleet of equipment.
- Delayed receipt of funds.

The following key issues, respective risks and strategies for improvement were identified in a discussion with the staff at Lira UNRA Station in respect to utilization of road maintenance funds as shown in **Table 14** below:

Table 14: Key Issues at Lira UNRA Station

Ref.	Finding	Risk/Effect	Strategies for improvement
1.	Routine manual maintenance faced with the following challenges: <ul style="list-style-type: none"> • Low monthly rate of UGX 72,000/km, Scarcity of labour. • Objective of poverty alleviation not in line with performance. 	Poor performance and fast road deterioration.	URF should engage UNRA to consider term maintenance as a credible approach to routine manual maintenance.
2.	Inaccessibility of the Zonal equipment	Resorting to hiring of equipment, hence making the cost of road maintenance high.	URF should task MoWT to review the Zonal equipment policy, so that equipment is always available.
3.	Limited or aging fleet of equipment not able to address the road maintenance needs on the network.	Rising road maintenance back log.	UNRA should expedite the acquisition of a serviceable fleet of equipment in the wake of the rising road maintenance backlog.
4.	Incomplete records: Payments amounting to UGX 170,042,604 and funds received of UGX 241,022,000 relating to the month of July 14 were not incorporated in the accountability report submitted to URF.	Misstatement of financial information in the accountability report.	URF should task Lira UNRA station to amend the accountability report submitted.
5.	Inadequate staffing: there was only one employee in the accounts department (accountant) at the station who had just been posted and could not easily justify the expenditures relating to the accountability report.	Where expenditures cannot be justified, there is no evidence that respective payments were made in line with the objectives of URF.	URF should advise UNRA to adequately staff Lira UNRA station.
6.	Inadequate audit trail- all expenditures reported in the accountability report could not easily be traced to the payment vouchers.	Risk that payments made may not be for meeting objectives of the Fund.	URF should advise UNRA to carry out refresher courses at Lira station to equip accountants with better accounting practices.

Ref.	Finding	Risk/Effect	Strategies for improvement
7.	Mechanical Imprest is not enough for the station.	Risk of inability to carry out minor equipment repairs	URF engage UNRA to increase access to adequate Mechanical Imprest to the UNRA stations.
8.	Delayed procurement of service providers since most members of the contracts committee who are Engineers are very busy.	Risk of delayed implementation of maintenance works	URF should task the contracts committee members of Lira UNRA to prioritise procurements made at the station.

Performance Rating of Road Maintenance Programme in Lira UNRA Station

The performance rating of Lira UNRA Station against Key Performance Indicators (KPIs) is as summarized in **Table 15** below:

Table 15: Performance Rating of Lira UNRA Station Q1-3 FY 2014/15

Physical Performance								
Type of Intervention	Annual Planned Quantity FY 2014/15 (km)	Cum. Planned Quantity Q3 FY 2014/15 (km)	Cum. Achieved Quantity Q3 FY 2014/15 (km)	Score (%)	Budget FY 2014/15 (UGX Million)	weight based on budget	Weighted Score (%)	Remark
RMM	1,069.00	1,069.00	1,069.00	100.0%	923.00	17.2%	17.2%	
RMeM	1,057.50	1,010.00	543.20	53.8%	4,436.00	82.8%	44.5%	
PM								
Total			1,612.20		5,359.00	100.0%	61.7%	Physical performance score
Financial Performance								
IPF FY 2014/15 (UGX Million)		Cum. Receipts Q3 FY 2014/15 (UGX Million)		Cum. Expenditure Q3 FY 2014/15 (UGX Million)		Financial Performance Score		Remark
5,358,616,000		3,683,726,925		3,552,060,306		96.4%		
Performance Rating of Lira UNRA Station							Average Score (%)	Dashboard Color
							79.1%	Good

Performance Rating Legend		
Performance Rating Range	Dashboard colour	Performance Category
0-33%		Poor
34-67%		Fair
68-100%		Good

According to Table 15 of the report above, physical performance was at **61.7%** (Fair) and the financial performance rated at **96.4%** (Good). The variance between the physical and financial performance was attributed to preliminary road works such as purchase of materials and operational expenditure that had not yet translated into physical performance on the roads.

5.0 DISTRICT, URBAN AND COMMUNITY ACCESS ROADS (DUCAR)

MAINTENANCE PROGRAMMES

The URF budget for road maintenance programmes under the DUCAR network for FY 2014/15 had an approved annual budget allocation of UGX 146.44 billion. This report covers monitoring at selected agencies including, Lira DLG, Lira MC, Kole DLG, Alebtong DLG and Apac DLG.

5.1 Lira Municipal Council (LMC)

Lira is the municipal, administrative headquarters of Lira district and a main commercial centre of Lango sub-region. The total annual road maintenance budget for Lira Municipal Council roads was UGX 1,416,159,000, under the Uganda Road Fund (URF). The planned works included routine manual maintenance of 8.5 km at a cost of UGX 40,091,000; routine mechanized maintenance of 63 km at a cost of UGX 645,400,000; periodic maintenance at a cost of UGX 499,860,000; road safety at a cost of UGX 40,000,000 and other qualifying works at a cost of UGX 190,808,000. All works at the MC were planned to be implemented by force account in line with the prevailing policy guidelines.

5.1.1 Physical Performance

Lira Municipal Council (LMC) as Designated Agency is in charge of a district road network of 159.6 Km of which 41.7 Km is paved and 117.9 Km is unpaved. At the time of monitoring, the work plan for FY 2014/15 had progressed as follows:

- 35.3 % of planned Routine manual maintenance had been undertaken by the agency;
- Performance for Routine mechanized maintenance had exceeded the planned works, and stood at 112.3 % of planned activities.
- In addition, performance of Periodic Maintenance had exceeded the planned works and stood at 136.1% of planned activities.

The monitoring team sampled and visited some of the road maintenance works that were planned for FY 2014/15. The condition of some of the roads visited by the Consultant under Lira MC is depicted in **Figure 5.1** below and state of individual roads detailed in Appendix 4.

The team noted that LMC appears not to adhere to systematic planning for routine manual maintenance. As a result, many road side drains are blocked and road reserves overgrown with vegetation. It was also observed that drainage interconnectivity is needed in the municipality given the difficulty of neither having mitre drains nor easily turning off running water after a down pour.

The on-going works to pave municipal roads calls for adherence to best practices in engineering. For example, it is bad practice to delay for over two months to prime a lime stabilised section. This ought to have been done within seven days.

Overall, Lira Municipal roads were in good condition and the performance of road maintenance quite commendable as some captured images indicate below.



Lira MC: Te Mogo road (0.3 Km) Periodic Maintenance well executed; swamp raised, currently grassing being undertaken to protect slopes



Lira MC: Te Mogo road (0.3 Km) Culverts well installed to facilitate good drainage in the swamp.



Lira MC: Adekokwok road (2.5 Km) where Routine Manual Maintenance was being handled; medium grading and spot gravelling being undertaken.



Lira MC: Ojugi (Okello Degree) road (1.1 Km) where Periodic Maintenance was well executed.



Lira MC: St Mary's road (0.5 Km) Periodic Maintenance was carried out; grading and total gravelling and drainage improvement done



Lira MC: Kyoga and Agwata roads (1.9 Km) where Routine Mechanised Maintenance was carried out but routine manual maintenance not being done and currently drainage system is overgrown with grass.



Lira MC: Noteber road (0.22 Km) where Periodic Maintenance was carried out. Road base was lime stabilised, however the priming was done after two months what is not proper.



Lira MC: Olwol road (0.7 Km) where the river channel urgently requires cleaning.



Lira MC: Olwol road (0.7 Km) where good patching has been carried out under routine mechanised maintenance.



Lira MC: Olwol road (0.7 Km); The line drainage need minor repairs and the strip between the patched shoulder and line drainage should be patched.



Lira MC: Bitumen drums for Dokolo, Ogwang Nguzi, Obakeny and Erute roads.



Lira MC: Aggregates for Dokolo, Ogwang Nguzi, Obakeny and Erute roads.

Figure 5.1 Photographs in Lira Municipal Council

5.1.2 Financial Performance

Lira Municipal Council has an approved work plan budget of UGX 1,416,159,000 for FY 2014/15. The Agency had no rolled over funds from FY 2013/14. Total cumulative funds received for Q1 to Q3 totalled UGX 1,005,011,146, representing 70.97% of the approved 3-quarter work plan budget as highlighted below in **Table 16** below:

Table 16: Planned versus releases for Lira Municipal Council

Period	Work-plan Budget		Funds released		Releases
	Quarterly	Cumulative	Quarterly	Cumulative	Cumulative
	UGX	UGX	UGX	UGX	%
Q1	312,756,000	312,756,000	354,038,921	354,038,921	113
Q2	300,391,000	613,147,000	354,038,921	708,077,842	115
Q3	344,928,000	958,075,000	296,933,304	1,005,011,146	105
Total	958,075,000	958,075,000	1,005,011,146	1,005,011,146	105

Expenditure during the period Q1-Q3 FY 2014/2015

Lira Municipal Council had no rolled over funds from the financial year 2013/14. By the end of Q3, UGX 847,111,000 had been utilised by the District, bringing the absorption rate to 84.29 % as detailed in **Table 17** below.

Table 17: Funds utilised by Lira Municipal Council for Q1 to Q3

Period	Funds released		Transfers	Available Funds	Funds utilization		% Utilisation	Un-utilized Funds
	Quarterly	Cumulative			Quarterly	Cumulative		
	UGX	UGX	UGX	UGX	UGX	UGX	%	UGX
Q1	354,038,921	354,038,921	0	354,038,921	128,964,000	128,964,000	36.43	225,074,921
Q2	354,038,921	708,077,842	0	354,038,921	569,544,000	698,508,000	160.87	-215,505,079
Q3	296,933,304	1,005,011,146	0	296,933,304	148,603,000	847,111,000	50.05	148,330,304
Total	1,005,011,146	1,005,011,146	0	1,005,011,146	847,111,000	847,111,000	84.29	157,900,146

During the period monitored, UGX 1,890,000 was used for Routine Manual Maintenance for Q3; UGX 84,122,000, UGX 273,374,000 and UGX 74,999,000 were used for Routine Mechanized Maintenance for Q1, Q2 and Q3 respectively; whereas UGX 15,124,000, UGX 209,981,000 and UGX 51,484,000 were used for Periodic Maintenance for Q1, Q2 and Q3 respectively. Road Safety Works expenses incurred amounted to UGX 20,784,000 for Q2 and other qualifying works amounted to UGX 29,718,000, 65,405,000 and UGX 20,230,000 for Q1, Q2 and Q3 respectively. Refer to **Table 18** below for details.

Table 18: Details of funds utilised at Lira Municipal Council

Category	Budget Q1	Budget Q2	Budget Q3	Actual Expenditure (Q1)	Actual Expenditure (Q2)	Actual Expenditure (Q3)
	UGX	UGX	UGX	UGX	UGX	UGX
Routine Manual Maintenance	34,381,000	9,381,000	15619000	-	-	1,890,000
Routine Mechanized Maintenance	100,284,000	97,919,000	136218000	84,122,000	273,374,000	74,999,000
Periodic Maintenance	124,965,000	124,965,000	124,965,000	15,124,000	209,981,000	51,484,000
Road Safety Works	10,000,000	10,000,000	10,000,000	-	20,784,000	-
Other qualifying works	43,126,000	58,126,000	58,126,000	29,718,000	65,405,000	20,230,000
Total	312,756,000	300,391,000	344,928,000	128,964,000	569,544,000	148,603,000

5.1.3 Status of mainstreaming of cross-cutting issues

5.1.3.1 Gender

The municipal council has a gender focal person responsible for ensuring that large proportions of women are included in road activities. Their activities are mainly in the area of keeping the roads clean including sweeping and collection of litter.

5.1.3.2 HIV/AIDS

There was no obvious activity in this area except the general efforts of the department of health continuing the efforts in containment of the spread of HIV/AIDS but not specific to the road sub-sector.

5.1.3.3 Environmental Protection

The main activity in environmental protection is tree planting.

5.1.4 Implementation challenges and key Issues at Lira MC

Implementation challenges in the DA included:

- Low payment rates for the road gangs which do not attract labourers from other competitive economic activities within the Municipality.
- Inadequate equipment and inaccessibility of Zonal equipment thereby affecting timely execution of planned maintenance activities.

- Procurement taking long; attributed to numerous complaints and administrative reviews.
- Inclusion of road stretches at the time of work execution initially not planned thereby affecting the budget.

The following key issues, respective risks and strategies for improvement were identified in a discussion with the staff at Lira MC in respect to utilization of road maintenance funds as shown in Table 19 below:

Table 19: Key Issues from findings in Lira MC, Q3 FY 2014/15

REF.	FINDING	RISK/EFFECT	STRATEGIES FOR IMPROVEMENT
1.	Low remuneration rates not attractive to road gangs. The exercise noted that each road gang member is paid UGX 100,000 to maintain two kilometres of a road per month.	Non-performance of routine manual maintenance.	URF together with the Agency should study and review rates to enable performance of Routine Manual Maintenance.
2.	Long procurement processes.	Affecting timely execution of road maintenance activities.	URF should task Lira MC to start procurement processes early and in consideration of all causes of delay.
3.	Expensive hiring of equipment.	Available funding not being sufficient for the programmed road maintenance activities.	Lira MC should attract more equipment hire firms to avoid the monopolistic tendencies of the few firms that tend to be expensive.
4.	Inaccessibility of the Zonal equipment.	Risk of resorting to hiring of equipment and making cost of road maintenance high.	URF should task MoWT to review the Zonal equipment policy, so that equipment is always available.
5.	Inclusion of unplanned works at the time of road maintenance execution.	Failure to achieve planned road maintenance works.	URF should sternly caution Lira MC against such cases of diversion.
6.	Poor work plan preparation and progress report making.	Not adequately planning for road maintenance activities and failure to accurately report achievements.	Lira MC should train Engineering staff in proper Work plan preparation and good progress report making.
7.	Road drainage system not adequately addressed.	Early deterioration of maintained roads.	Lira MC should emphatically carry out drainage inspection and cleaning. Street drainage system interconnectivity should be studied in the case of absence or failure to have offshoots.
8.	Delayed procurement of service providers due to the busy schedules of the contracts committee	Risk of delayed implementation of road maintenance works	URF should advise Lira Municipality to ensure the Contracts Committee gives priority to all procurements in Lira MC.
9.	No Procurement Imprest	Risk of delay in the procurement process since there is no imprest for printing of the bid documents.	URF should advise Lira Municipality to always provide imprest to the PDU.
10.	Commingling of funds -which results into misstatement of accountability reports. For instance, UGX 354,038,921 was received from URF in Q1 and UGX 128,964,000 was utilised thus UGX 225,074,921 was unutilised. However, UGX 244,203,074 was reported as unutilised at the end of Q1.	Inaccurate financial reports which affects decision making.	URF should advise Lira Municipality to carry out refresher courses (accounts department) to ensure road funds are clearly identified and accounted for.
11.	Non updated IFMS - a back log of expenditures relating to Q1 and Q2 had not been uploaded by MoFPED.	Risk of producing financial reports which are not reliable due to incomplete records.	Lira MC should request MoFPED to upload the entire back log for Q1 and Q2.
12.	Lack of technical knowledge in using IFMS by staff	Risk of inaccurate financial reports which affects decision making.	Lira MC should request for refresher courses for staff to be able to appropriately use the IFMS.

Performance Rating of Road Maintenance Programme in Lira Municipal Council

The performance rating of Lira Municipal Council against Key Performance Indicators (KPIs) is as summarized in Table 20 below:

Table 20: Performance Rating of Lira Municipal Council Q1-3 FY 2014/15

Physical Performance								
Type of Intervention	Annual Planned Quantity FY 2014/15 (km)	Cum. Planned Quantity Q3 FY 2014/15 (km)	Cum. Achieved Quantity Q3 FY 2014/15 (km)	Score (%)	Budget FY 2014/15 (UGX Million)	weight based on budget	Weighted Score (%)	Remark
RMM	8.50	8.50	3.00	35.3%	40.09	3.0%	1.1%	
RMeM	63.00	39.00	43.80	112.3%	645.40	48.5%	54.5%	
PM	4.80	3.60	4.90	136.1%	645.40	48.5%	66.0%	
Total			51.70		1,330.89	100.0%	121.5%	Physical perf. Score
Financial Performance								
IPF FY 2014/15 (UGX Million)		Cum. Receipts Q3 FY 2014/15 (UGX Million)		Cum. Expenditure Q3 FY 2014/15 (UGX Million)		Financial Performance Score		Remark
1,416,159,000		1,005,011,146		847,111,000		84.3%		
Performance Rating of Lira MC						Average Score (%)		Dashboard Colour
						102.9%		Good
Performance Rating Legend								
Performance Rating Range			Dashboard colour			Performance Category		
0-33%						Poor		
34-67%						Fair		
68-100%						Good		

All in all table 20 of the report rated physical performance at **121.5%** (Good) and the financial performance rated at **84.3%** (Good). The variance between the physical and financial performance was due to the fact that there inclusion of unplanned works at the time of road maintenance execution.

5.2 Lira District Local Government

The total annual road maintenance budget for Lira District Local Government roads was UGX 572,998,030, under the Uganda Road Fund (URF). The planned works include routine manual maintenance of 455km at a cost of UGX 267,396,000; periodic maintenance of 72.3km at a cost of UGX 195,907,030; and other qualifying works at a cost of UGX 91,273,000. Routine mechanized maintenance was not budgeted for in FY 2014/15. All the works were

planned to be implemented by force account in line with the prevailing policy guidelines.

5.2.1 Physical Performance

Lira District Local Government as a Designated Agency is in charge of a district road network of 455 kilometres. At the time of monitoring, the work plan for FY 2014/15 had progressed fairly well. Performance for Routine Mechanized Maintenance stood at 69.7 % of planned activities. However, no Routine Manual Maintenance had been undertaken at the agency by Q3.

The monitoring team sampled and visited some of the road maintenance works that were planned for FY 2014/15. The condition of some of the roads visited by the Consultant under Lira DLG is depicted in Figure 5.2 below and state

of individual roads is detailed in Appendix 4.

Routine manual maintenance was not undertaken in the Q3; which explains why all the roads were bushy and drains requiring cleaning. Such a practice leads to fast road deterioration when roads get narrowed by the growing bushes and blocked drains, which eventually calls for a more costly undertaking of mechanised maintenance as shown in Fig. 5.2 below.

On visiting Amach Sub County, it was observed that funds for Community Access Roads were received in Q2, but no work had been executed by the time of the visit in Q4.

The condition of some of the roads visited was generally fair as depicted in the images captured as below:



Lira DLG: Ojungu – Amach road (16.5 Km) with recent grading.



Lira DLG: Ojungu – Amach road (16.5 Km); swamp crossing should be raised, and drainage improved.



Lira DLG: Ojungu – Amach road (16.5 Km): Routine manual maintenance is required to control the overgrown bush as well as drainage cleaning.



Lira DLG: Amach sub county intends to work on 3.5 Km of community access roads.



Lira DLG: Kolo Omolo – Kole Bdr road (5.3 Km): Road fully gravelled under periodic maintenance.



Lira DLG: Kolo Omolo – Kole Bdr road (5.3 Km):



Lira DLG: Kolo Omolo - Kole Bdr road (5.3 Km): Such bottlenecks should adequately be attended to, by placing additional culverts in line with road width.



Lira DLG: Kolo Omolo - Kole Bdr road (5.3 Km): More offshoots should be excavated to avoid water running long distances before turning it off.

Figure 5.2 Photographs in Lira District Local Government

5.2.2 Financial Performance

Funds Released in the period Q1-Q3 FY 2014/2015

A review of the financial records at Lira DLG showed that there were no rolled over funds from FY 2013/14

The approved annual work plan budget of Lira District for the financial year 2014/15 is UGX 572,998,030. The Agency received UGX 125,163,000, UGX 97,508,430 and UGX 84,875,000 for road maintenance works for Q1, Q2 and Q3 respectively. At the reporting date, total cumulative funds received by Lira DLG for Q1 to Q3 totalled UGX 307,546,430; representing 53.67 % of the annual work plan budget as detailed in **Table 21** below:

Table 21: Planned versus releases for Lira DLG

PERIOD	WORK-PLAN BUDGET		FUNDS RELEASED		RELEASES
	Quarterly	Cumulative	Quarterly	Cumulative	Cumulative
	UGX	UGX	UGX	UGX	%
Q1	116,252,000	116,252,000	125,163,000	125,163,000	108
Q2	250,377,780	366,629,780	97,508,430	222,671,430	61
Q3	89,204,750	455,834,530	84,875,000	307,546,430	67
Total	455,834,530	455,834,530	307,546,430	307,546,430	67

Expenditure during the period Q1-Q3, FY 2014/2015

Utilization of funds is indicated in **Table 22** below:

Table 22: Funds Utilised by Lira DLG for Q1 to Q3

Period	Funds released		Transfers	Available Funds	Funds utilization		% Utilization	Un-utilized Funds
	Quarterly	Cumulative			Quarterly	Cumulative		
	UGX	UGX	UGX	UGX	UGX	UGX	%	UGX
Q1	125,163,000	125,163,000	-	125,163,000	67,598,000	67,598,000	54.01	57,565,000
Q2	197,508,430	322,671,430	72,345,028	125,163,402	203,934,000	271,532,000	162.93	-78,770,598
Q3	84,875,000	407,546,430	-	84,875,000	43,263,000	314,795,000	50.97	41,612,000
Total	407,546,430	407,546,430	72,345,028	335,201,402	314,795,000	314,795,000	93.91	20,406,402

During the period monitored, UGX 1,791,000, UGX 98,880,000 and UGX 8,516,000 were used for Routine Manual Maintenance for Q1, Q2 and Q3 respectively whereas UGX 60,648,000, UGX 55,982,500 and UGX 30,800,000 were used for Routine Mechanized Maintenance for Q1, Q2 and Q3 respectively. Periodic maintenance was not carried out in Q1 - Q3 monitored. Operational expenses incurred amounted to UGX 5,159,000, 83,236,000 and UGX 3,947,000 for Q1, Q2 and Q3 respectively. Refer to **Table 23** below for details.

Table 23: Details of funds utilised at Lira DLG

Category	Budget Q1	Budget Q2	Budget Q3	Actual Expenditure (Q1)	Actual Expenditure (Q2)	Actual Expenditure (Q3)
	UGX	UGX	UGX	UGX	UGX	UGX
Routine Manual Maintenance	88,828,000	88,828,000	-	1,791,000	98,880,000	8,516,000
Routine Mechanized Maintenance	-	-	-	60,648,000	55,982,500	30,800,000
Periodic Maintenance	-	134,126,030	61,781,000	-	-	-
Other qualifying works	27,423,750	27,423,750	27,423,750	5,159,000	83,236,000	3,947,000
Total	116,251,750	250,377,780	89,204,750	67,598,000	238,098,500	43,263,000

Utilisation of funds by Lira DLG Sub-Agencies

The M&E exercise revealed that by the end of Q3, all sub-counties had not utilised the funds for Community Access Roads. **Table 24** below shows that funds to all sub counties in the FY 2014/15 remained unutilised since no activity was undertaken.

Table 24: Dates of transfers to sub counties

Sub-county	Date of transfer	Funds released in Q2	Funds utilization	Un-utilized Funds
		UGX	UGX	UGX
Barr S/c	11/12/2014	11,720,797	-	11,720,797
Ogur S/c	11/12/2014	8,660,557	-	8,660,557
Lira S/c	11/12/2014	6,391,169	-	6,391,169
Amach S/c	11/12/2014	8,642,826	-	8,642,826
Aromo S/c	11/12/2014	9,198,359	-	9,198,359
Ngetta S/c	11/12/2014	8,018,722	-	8,018,722
Agweng S/c	11/12/2014	5,709,045	-	5,709,045
Adekokwok S/c	11/12/2014	7,937,396	-	7,937,396
Agali S/c	11/12/2014	6,066,157	-	6,066,157
Total		72,345,028	-	72,345,028

5.2.3 Implementation Challenges and key issues

Implementation challenges in the DA included:

- Funding inadequate for the desired intervention in the field which are more of rehabilitation nature as opposed to maintenance.
- Expensive hiring of equipment.
- Low payment rates for the road gangs which do not attract labourers from other competitive economic activities.
- Inaccessibility to Zonal equipment leading for hire of equipment, which translates into high cost of implementation road maintenance activities.
- Procurement delays affecting timely road maintenance.

5.2.4 Status of mainstreaming of cross-cutting issues

5.2.4.1 Gender

Women dominated in road maintenance activities because of the gender preferences and appear not to be as a result of deliberate policy. There are no specific provisions targeting road related activities in the district because they did not know how to implement the program. In other words, they thought it was the responsibility of the contractors to hire female workers and the recruitment of road gangs was random and because men seem not to be keen to work on roads. The ratio of men to women was 5:4.

5.2.4.2 HIV/AIDS

The agency had not taken this issue quite serious as management thought it was the

responsibility of the Health Officer in the health department to embark on this job.

5.2.4.3 Environmental protection

This issue used to be given first priority to an extent that the environmental mitigation was one of the items in the BOQs. However, since migration to force account this area has suffered neglect.

The following key issues, respective risks and strategies for improvement were identified in a discussion with the staff at Lira DLG in respect to utilization of road maintenance funds as shown in **Table 25** below:

Table 25: Key Issues from findings in Lira DLG, Q3 FY 2014/15

REF.	FINDING	RISK/EFFECT	STRATEGIES FOR IMPROVEMENT
1.	Funding inadequate for the desired intervention in the field which are more of rehabilitation nature as opposed to maintenance.	Not adequately carrying out desired interventions.	Lira DLG should quantify such cases for rehabilitation so that URF can source for such funding that's beyond its mandate.
2.	Not adequately addressing road drainage system.	Fast road deterioration.	URF should alert Lira DLG concerning provision of offshoots and regular cleaning of culvert crossings.
3.	Not executing Routine Manual Maintenance in Q3.	Road deterioration	URF should task Lira DLG always to carry out Routine Manual Maintenance for all the four quarters.
4.	Inaccessibility of the Zonal equipment	Resorting to hiring of equipment and making cost of road maintenance high.	URF should task MoWT to review the Zonal equipment policy, so that equipment is always available.
5.	Expensive hiring of equipment	Available funding not being sufficient for the programmed road maintenance activities.	URF should advocate for more investment in road equipment for hire in order to lower average rates around the country.
6.	Low remuneration rates not attractive to road gangs. The exercise noted that each road gang member is paid UGX 100,000 to maintain two kilometres of a road per month.	Non-performance of routine manual maintenance.	URF together with the Agency should study and review rates to enable performance of Routine Manual Maintenance.
7.	Procurement taking long.	Affecting timely execution of road maintenance activities.	URF should task Lira MC to start procurement processes early and in consideration of all causes of delay.
8.	Lack of technical knowledge in using IFMS.	Risk of producing financial reports which are inaccurate.	URF should task MoFPED to conduct a refresher course to help accountants on how to properly use IFMS.

REF.	FINDING	RISK/EFFECT	STRATEGIES FOR IMPROVEMENT
9	Inadequately supported payment vouchers amounting to UGX 71,600,000.	Risk of diverting URF funds to other activities	URF should emphasize to all DAs that payment vouchers which are inadequately supported with receipts, activity reports and consumption sheets will be disallowed.
10	Non-involvement of the PDU when procuring gravel and cement which is done by the Engineering Department.	Risk of procurements done with no element of value for money because there is no technical knowledge of procurement and non-compliance of procurement procedures.	URF should issue reminders to DAs to respect PPDA guidelines especially In procurement of road materials.
11	Late release of funds to the sub agencies: Funds to all sub counties were released on 11 th December 2014, nearly five months into the FY 2014/15. Road funds at sub-counties had not been utilised at the time of monitoring.	A risk of delayed commencement of works and therefore having to roll over works and funds from one financial year to another; no service delivery despite availability of funds.	URF should put penalties to DAs who release funds late to the Sub Agencies.
12	Delays in transferring URF funds from the General Fund to the Works account and Lower Local Governments. Funds for Q1 were received from URF to General fund account on 21/07/2014 but transferred to works account on 06/08/2014 (Delay of 16 days). Similarly, funds for Q2 were received from URF to the General Fund account on 28/10/2014; but transferred to works account on 05/11/2014 (delay of 11 days). Funds for Q3 were received from URF to the General Fund account on 04/02/2015; but transferred to works account on 13/02/2015(delay of 9 days). The Chief Finance officer attributed that the delays in transfer of funds to the inadequate communication from URF regarding the disbursements; hence, road funds remain on the General Fund account because the source is unknown.	A risk of substantial delays in the implementation of planned road maintenance activities.	URF should, in addition to media notification, communicate releases on time. Emails for releases should be copied to the Accounting Officer and Head of Finance.

Performance Rating of Road Maintenance Programme in Lira District Local Government

The performance rating of Lira District Local Government against Key Performance Indicators (KPIs) was as summarized in **Table 26**.

Table 26: Performance Rating of Lira District Local Government Q1-3 FY 2014/15

Physical Performance								
Type of Intervention	Annual Planned Quantity FY 2014/15 (km)	Cum. Planned Quantity Q3 FY 2014/15 (km)	Cum. Achieved Quantity Q3 FY 2014/15 (km)	Score (%)	Budget FY 2014/15 (UGX Million)	weight based on budget	Weighted Score (%)	Remark
RMM	455.00	455.00		0.0%	262.40	28.9%	0.0%	Not done because not planned for in Q3
RMeM	21.80	21.80	15.20	69.7%	645.40	71.1%	49.6%	
PM								
Total			15.20		907.80	100.0%	49.6%	Physical performance score
Financial Performance								
IPF FY 2014/15 (UGX Million)		Cum. Receipts Q3 FY 2014/15 (UGX Million)		Cum. Expenditure Q3 FY 2014/15 (UGX Million)			Financial Performance Score	Remark
572,998,030		335,201,402		314,795,000			93.9%	
Performance Rating of Lira DLG							Average Score (%)	Dashboard Colour
							71.7%	Good
Performance Rating Legend								
Performance Rating Range			Dashboard colour				Performance Category	
0-33%							Poor	
34-67%							Fair	
68-100%							Good	

All in all table 33 of the report rated physical performance at **49.6%** (Fair) and the financial performance rated at **93.9%** (Good). The variance between the physical and financial performance was due to the fact that there was expensive hire of road equipment.

5.3 Kole District Local Government

Kole is a new district created by an Act of Parliament which became operational on 1st July 2010. Prior to then, it was part of Apac District within the Lango sub region.

5.3.1 Physical Performance

Kole District Local Government as a Designated Agency is in charge of a district road network of 389.5 Km, including 13.85 kms of Ayer Town Council. A stretch of 1.6 kms of Ayer Town Council road network is paved. At the time of monitoring, no Routine manual maintenance had been undertaken by the agency. The work plan for FY 2014/15 had progressed as follows:

- Performance for Routine mechanized maintenance was 10.8 % of planned activities.

- Performance for Periodic maintenance stood at 18.3 % of planned activities.
- Works on Bany-Umuc road, 3.85 kms in Ayer Town Council had stalled due to land dispute which had been escalated to courts of law. Most works of Ayer Town Council were aimed at improving swamp crossings.

The monitoring team sampled and visited some of the road maintenance works that were planned for FY 2014/15. The condition of some of the roads visited by the Consultant under Kole DLG is depicted in Figure 5.3 below and state of individual roads detailed in Appendix 4.

During monitoring, it was observed that Kole DLG was grading the Kole – Teboke road by Force Account and contracting out the gravelling and culvert installation works. The contract is meant to commence works when the grading is completed. Grading works have been done without compacting, and re-grading is to be done on getting a roller. Delaying the contractor to commence his obligations

is likely to result in undesirable contractual claims. Refer to Fig 5.3 below.

Kole District council suspended road gangs; hence no routine manual maintenance was executed. All roads were found bushy and drains requiring opening.

Also, the quality of works in Atan Swamp in Alito Sub County are poor, which might necessitate terminating the labour based contractor since the contract period expired in January 2015, who has not been on ground for a long time. Refer to Fig 5.3 below.

The condition of the roads is generally poor as depicted in the images below. For example, Bala - Akalo – Amach road (21 Km) urgently requires routine manual maintenance to open cross culverts and vegetation control. At Bala - Akalo – Amach road (21 Km), such low lying swamp crossing need raising; and for Atan Swamp crossing works (1.5 Km), works within the swamp are very poor and unprofessionally done. Culverts should be laid properly and swamp filling executed as required.



Kole DLG: Kole – Teboke road (15 Km) recently graded but without compaction and therefore failing and to be graded again and with compaction.



Kole DLG: Kole – Teboke road (15 Km) urgently requiring routine manual maintenance to open offshoots as to avoid water stagnating in side drains.



Kole DLG: Bala - Akalo – Amach road (21 Km) urgently requiring routine manual maintenance to open cross culverts and vegetation control



Kole DLG: Bala - Akalo – Amach road (21 Km); such low lying swamp crossing need raising.



Kole DLG: Atan Swamp crossing works (1.5 Km); Road approaches shaped manually but requiring compaction. Side drains and offshoots done well.



Kole DLG: Atan Swamp crossing works (1.5 Km); works within the swamp are very poor, unprofessionally done. Culverts should be laid properly, swamp filling be done as required.



Kole DLG: Alito – Aboke road (18 Km) was recently graded but not compacted. Offshoots should be provided to avoid stagnation.



Kole DLG: Alito – Aboke road (18 Km); emerging and isolated potholes should be filled with gravel

Figure 5.3 Photographs in Kole District Local Government

5.3.2 Financial Performance

Funds Released in the period Q1-Q3 FY 2014/2015

The DA had no rolled over funds from financial year 2013/14. The Agency budgeted for UGX 579,098,000 for road maintenance for the financial year 2014/15. As established at the time of the monitoring field visit; Kole DLG had received a total of UGX 130,313,449, UGX 188,156,723 and UGX 56,042,973 as releases for Q1, Q2 and Q3 respectively. Total cumulative funds received as at the end of the third quarter amounted to UGX 374,513,145, representing 64.67 % of the approved annual work plan budget as detailed in **Table 27** below:

Table 27: Budget versus Releases for Kole DLG

PERIOD	WORK-PLAN BUDGET		FUNDS RELEASED		RELEASES
	Quarterly	Cumulative	Quarterly	Cumulative	Cumulative
	UGX	UGX	UGX	UGX	%
Q1	159,939,000	159,939,000	130,313,449	130,313,449	81
Q2	179,089,000	339,028,000	188,156,723	318,470,172	94
Q3	87,986,000	427,014,000	56,042,973	374,513,145	88
Total	427,014,000	427,014,000	374,513,145	374,513,145	88

Expenditure during the period Q1-Q3; FY 2014/2015

Out of the total releases of UGX 374,513,145, UGX 134,037,175 was transferred to Ayer Town Council and UGX 57,843,273 released to Sub-counties for Community Access Roads, leaving a balance of UGX 182,632,697 for utilisation on District roads. By the end of Q3, UGX 76,264,111 had been utilised by the District, bringing the absorption rate to 41.76 % by the end of the third quarter as detailed in **Table 28** below.

Table 28: Summary of Funds Utilisation for Kole DLG

Period	Funds released		Transfers	Available Funds	Funds utilization		% Utilisation	Un-utilized Funds
	Quarterly	Cumulative			Quarterly	Cumulative		
	UGX	UGX	UGX	UGX	UGX	UGX	%	
Q1	130,313,449	130,313,449	20,939,492	109,373,957	17,966,111	17,966,111	16.43	91,407,846
Q2	188,156,723	318,470,172	78,782,765	109,373,958	58,298,000	76,264,111	53.30	51,075,958
Q3	56,042,973	374,513,145	92,158,191	(36,115,218)				(36,115,218)
Total	374,513,145	374,513,145	191,880,448	182,632,697	76,264,111	76,264,111	41.76	106,368,586

During Q1 to Q2 of financial year 2014/15, UGX 800,000 and UGX 23,186,000 was used for Routine Mechanised Maintenance for Quarter 1 and Quarter 2 respectively. Funds for Routine manual maintenance were not utilised. The M&E team noted that UGX 17,166,111 and UGX 35,112,000 were used for other qualifying works for Quarter 1 and Quarter 2 respectively, as indicated in table 29 below.

At the time of monitoring, the Q3 accountability report had not yet been submitted to URF as shown in **Table 29** below.

Table 29: Details of funds utilised at Kole DLG

Category	Budget Q1	Budget Q3	Budget Q3	Actual Expenditure (Q1)	Actual Expenditure (Q3)	Actual Expenditure (Q3)
	UGX	UGX	UGX	UGX	UGX	
Routine Manual Maintenance	31,067,250	31,067,250	-	-	-	-
Routine Mechanized Maintenance	86,250,000	113,400,000	53,365,000	800,000	23,186,000	-
Other qualifying works	42,621,000	34,621,000	34,621,000	17,166,111	35,112,000	-
Total	159,938,250	179,088,250	87,986,000	17,966,111	58,298,000	-

Releases to Ayer Town Council

During the period monitored, UGX 134,037,175 was released to Ayer Town Council as detailed in **Table 30** below. At the time of monitoring, no accountability reports had been submitted to the District to show whether funds were utilized. However, a review of the Town council financial documents indicated that UGX 84,679,058 had been spent on road maintenance works.

Table 30: Funds released to Ayer Town Council

Period	Funds released		Funds utilization		% Utilisation	Un-utilized Funds
	Quarterly	Cumulative	Quarterly	Cumulative		
	UGX	UGX	UGX	UGX	%	UGX
Q1	20,939,492	20,939,492	-	-	-	20,939,492
Q2	20,939,492	41,878,984	-	-	-	20,939,492
Q3	92,158,191	134,037,175	-	-	-	92,158,191
Total	134,037,175	196,855,651	-	-		134,037,175

Releases to Kole Sub-counties

Funds totalling UGX 57,843,273 released to Kole Sub-counties was not utilised during the quarters monitored as detailed in **Table 31** below:

Table 31: Funds released to Kole Sub-counties

Sub Agencies	Funds released in Q2	Funds utilization	Un-utilized Funds
	UGX	UGX	UGX
Alito Sub County	14,332,220	-	14,332,220
Akalo Sub County	6,584,330	-	6,584,330
Bala Sub County	9,673,586	-	9,673,586
Okwerodot Sub County	8,280,398	-	8,280,398
Ayer Sub County	8,570,881	-	8,570,881
Aboke Sub County	10,401,858	-	10,401,858
Total	57,843,273	-	57,843,273

5.3.3 Status of mainstreaming of cross-cutting issues

In general, the district was more engaged in political and bureaucracy disputes on use of road funds and therefore not much attention was paid to cross cutting issues. However, the following can be reported.

5.3.3.1 Gender

Very few men are engaged in road works.

5.3.3.2 HIV/AIDS

There is no well-planned programme undertaken to incorporate control of HIV/IDS in the district.

5.3.3.3 Environmental Protection

The Environmental Officer focussed on tree planting in the Kole Town Council and claimed there was no funding of activities beyond

the district capital. He also noted that the engineering department was doing little to engage his department.

5.3.4 Implementation Challenges and key Issues at Kole DLG

Implementation challenges in the DA included:

- Conflict of interest including political and bureaucracy disputes on use of road funds negatively affecting service delivery.
- Low payment rates for the road gangs which do not attract labourers from other competitive economic activities.
- Procurement delays.
- Inaccessibility of Zonal equipment and scarcity of equipment.

The following key issues, respective risks and strategies for improvement were identified in a discussion with the staff at Kole DLG in respect to utilization of road maintenance funds as shown in **Table 32** below:

Table 32: Key Issues from findings in Kole DLG, Q3 FY 2014/15

Ref.	Finding	Risk/Effect	Strategies for improvement
1.	Routine manual maintenance suspended due to low or none performance of road gangs.	Fast road deterioration	URF together with the Agency should study and review rates to enable performance of Routine Manual Maintenance. URF should task the Agency to sensitise the locals about available work opportunities.
2.	Poor work plan preparation and progress report making.	Risk of not adequately planning road maintenance activities and failure to accurately report achievements.	Kole DLG should train Engineering staff in proper Work plan preparation and good progress report making.
3.	Road drainage system not adequately addressed.	Early deterioration of maintained roads.	Kole DLG should ensure road drainage system is always maintained, i.e. cleaning of side drains, opening offshoots and cleaning of culverts.
4.	Roads graded are not being compacted.	Fast road deterioration	Kole DLG should ensure that compaction should go along with road grading.
5.	Mixing of Force account operation with contracting on the Kole – Teboke road.	Isolation of responsibility of questionable performance.	Kole DLG should desist from mixing the two forms methods concurrently.
6.	Expensive hiring of equipment	Available funding not being sufficient for the programmed road maintenance activities.	Kole DLG should attract more equipment hire firms so as to avoid the monopolistic tendencies of the few firms that tend to be expensive.
7.	Payment voucher No 100 and No 249 amounting to UGX 13,990,000 were missing.	A Risk that payments made were not for meeting the objectives of URF.	URF should task Kole DLG to account for the missing payment voucher or else Kole DLG refunds back the money.
8.	Failure to attach accountability reports of URF funds released to Ayer Town Council amounting to UGX 134,037,175 for both Q1 and Q2 and accountability reports of URF funds released to sub counties Alito, Akalo, Okwerodot, Ayer and Aboke amounting to UGX 57,843,273 for both Q1 and Q2.	Risk of non-disclosure indicating URF cannot determine whether funds were utilised to meet intended objectives or not.	URF should ensure that when the DAs are submitting the accountability reports, they should also include those accountability reports of the Sub Agencies
9.	Non Submission of Q3 accountability report to URF.	Risk of non-disclosure indicating URF cannot determine whether funds were utilised or not.	URF should always replenish the DAs on the basis of the first accounting for all the funds in the previous quarters.

Ref.	Finding	Risk/Effect	Strategies for improvement																		
10.	<p>Payment vouchers amounting to UGX 20,125,560 were inadequately supported as shown in the table below</p> <table><tr><th>Date</th><th>Description</th><th>PV No</th></tr><tr><td>26/11/14</td><td>vehicle repair LG 0003.058</td><td>177</td></tr><tr><td>26/11/14</td><td>vehicle repair LG 0006 058</td><td>178</td></tr><tr><td>04/12/14</td><td>road condition survey</td><td>2950</td></tr><tr><td>17/12/14</td><td>Fuel</td><td>480</td></tr><tr><td>Total</td><td></td><td></td></tr></table>	Date	Description	PV No	26/11/14	vehicle repair LG 0003.058	177	26/11/14	vehicle repair LG 0006 058	178	04/12/14	road condition survey	2950	17/12/14	Fuel	480	Total			Risk that payments made are not related to the objectives of road fund.	URF should emphasize to all DAs that payment vouchers which are inadequately supported with receipts, activity reports and consumption sheets will be disallowed.
Date	Description	PV No																			
26/11/14	vehicle repair LG 0003.058	177																			
26/11/14	vehicle repair LG 0006 058	178																			
04/12/14	road condition survey	2950																			
17/12/14	Fuel	480																			
Total																					
11.	Commingling of funds has led to misstatement of the accountability report. For instance, expenditure submitted to URF for Q1 amounted to UGX 17,966,111. However, the expenditure stated in the cash book relating to URF amounted to UGX 26,950,500 leading to a variance of UGX 8,984,389.	Risk of misstatement of the DAs financial records which could mislead decision makers.	URF should hold discussions with DAs to help streamline book keeping that facilitates proper reporting.																		
12.	Kole DLG refunded UGX 39,000,000 to the MoFPED since the funds had over stayed on the District bank account.	Risk of non-maintenance of the roads stipulated in the work plan hence objectives are of URF not met.	URF should clarify to the DAs on matters of rolling over unspent funds by close of a FY.																		
13.	Delays in the procurement process where procurements of above UGX 50 million must be approved by the Solicitor General who takes long to approve because of the many other DAs who line for approval.	Risk since works cannot be undertaken before approval from the Solicitor General; leading to non-performance.	URF should task Kole DLG to follow up on the approval process to ensure timely execution of works.																		
14.	Delays in disbursing funds to sub counties: At sub county level, the release of the allocations was made in December 2014 affecting implementation timelines.	A risk of delays in implementation of planned activities; subsequently no service delivery.	URF should put penalties to DAs who release funds late to the Sub Agencies.																		

Performance Rating of Road Maintenance Programme in Kole DLG

The performance rating of Kole DLG against Key Performance Indicators (KPIs) is summarized in **Table 33** below.

Table 33: Performance Rating of Kole District Local Government Q1-3 FY 2014/15

Physical Performance								
Type of Intervention	Annual Planned Quantity FY 2014/15 (km)	Cum. Planned Quantity Q3 FY 2014/15 (km)	Cum. Achieved Quantity Q3 FY 2014/15 (km)	Score (%)	Budget FY 2014/15 (UGX Million)	weight based on budget	Weighted Score (%)	Remark
RMM	53.00	53.00		0.0%	27.00	7.8%	0.0%	
RMeM	176.30	176.30	19.00	10.8%	92.57	26.9%	2.9%	
PM	36.00	36.00	6.60	18.3%	224.73	65.3%	12.0%	
Total			25.60		344.30	100.0%	14.9%	Physical performance score
Financial Performance								
IPF FY 2014/15 (UGX Million)		Cum. Receipts Q3 FY 2014/15 (UGX Million)		Cum. Expenditure Q3 FY 2014/15 (UGX Million)			Financial Performance Score	Remark
579,098,000		182,632,697		76,264,111			41.8%	
Performance Rating of Kole DLG							Average Score (%)	Dashboard Colour
							28.3%	Poor
Performance Rating Legend								
Performance Rating Range			Dashboard colour				Performance Category	
0-33%							Poor	
34-67%							Fair	
68-100%							Good	

Further analysis of **Table 33** reveals that physical performance rating was at **14.9%** (Poor) and the financial performance rated at **41.8%** (Fair). The variance between the physical and financial performance was due to the fact that there was conflict of interest including political and bureaucracy disputes on use of road funds especially during the procurement of services (roads). So while funds got committed, administrative reviews and other political-bureaucratic disputes stalled some projects.

5.4 Alebtong District Local Government

Alebtong is a new district in the Lango sub region. Alebtong was created in 2010 and it became operational on 1 July of that year. Prior to then, it was part of Lira District.

5.4.1 Physical Performance

Alebtong District Local Government as a Designated Agency is in charge of a district road network of 332.95 Km; of which 1.65 Km

is paved and 331.3 Km is unpaved. At the time of monitoring, the work plan for FY 2014/15 had progressed as follows:

- 25% of Routine manual maintenance of the entire road network had been undertaken by the agency in Q3;
- Performance for Routine mechanized maintenance was 49.3 % of planned activities;
- Performance for Periodic maintenance had exceeded the planned works, and stood at 139.3% of planned activities.
- Alebtong Town Council had done 14 kms of routine mechanised maintenance on 14 kms, periodic maintenance on 2.2 kms against 3.59 kms as planned. It should be noted that Alebtong TC preferred opening new roads as the town's development is constrained by the existing road network.

The monitoring team sampled and visited some of the road maintenance works that were planned for FY 2014/15. The M&E team found the roads bushy and with drains requiring cleaning. The team noted that more roads are being opened most especially in the Alebtong Town Council. The condition of some of the roads visited by the Consultant under Alebtong DLG is depicted in Figure 5.4 below and state of individual roads detailed in Appendix 4.

It is recommended that Routine manual maintenance should be emphasized, planning for 100% execution every quarter. In addition, the district should address the staffing challenge in the engineering department if it is to adequately handle road maintenance.

The condition of the roads visited is generally good and performance quite commendable.



Alebtong DLG: Alebtong TC - Omolo road (12 Km) well graded.



Alebtong DLG: Alebtong TC - Omolo road (12 Km); rock outcrops should be covered with gravel.



Alebtong DLG: Alebtong TC - Omolo road (12 Km); borrow pits should be reinstated.



Alebtong DLG: Apala - Awinyoru road (8 Km) well graded, but grass in drains should be removed.



Alebtong DLG: Apala - Awinyoru road (8 Km); offshoots should be provided to avoid water running long distances.



Alebtong DLG: Apala - Awinyoru road (8 Km); road narrowing due to overgrown bush.

Figure 5.4 Photographs in Alebtong District Local Government

5.4.2 Financial Performance

Rolled over funds brought forward from the FY 2013/14

The DA had rolled over funds from financial year 2013/14 amounting to UGX 74,265,080.

Funds Released in the period Q1-Q3 FY 2014/2015

The Agency budgeted for UGX 527,158,240 for road maintenance for the financial year 2014/15. As established at the time of the monitoring field visit, Alebtong DLG had received a total of UGX 177,668,765, UGX 204,774,177 and UGX 98,461,738 as releases for Q1, Q2 and Q3 respectively. Total cumulative funds received as at the end of Q3 amounted to UGX 480,904,680, representing 91.13% of the approved annual work plan budget. Total funds available at the agency, inclusive of rolled over funds amounted to UGX 555,169,760 as detailed in **Table 34** below:

Table 34: Budget versus Releases for Alebtong District Local Government

Period	Work-plan Budget		Funds released		Total Available funds	Total funds
	Quarterly	Cumulative	Quarterly	Cumulative		Cumulative
	UGX	UGX	UGX	UGX	UGX	%
Rolled over Funds					74,265,080	
Q1	164,349,061	164,349,061	177,668,765	177,668,765	251,933,845	153
Q2	120,936,394	285,285,455	204,774,177	382,442,942	456,708,022	160
Q3	120,936,394	406,221,850	98,461,738	480,904,680	555,169,760	137
Total	406,221,850	406,221,850	480,904,680	480,904,680	555,169,760	137

Expenditure during the period Q1-Q3, FY 2014/2015

The District had rolled over funds from the financial year 2013/14 amounting to UGX 74,265,080. Of the total releases of UGX 480,904,680, UGX 120,764,440 was transferred to Alebtong Town Council and UGX 67,057,911 was released to Sub-counties for Community Access Roads, leaving a balance of UGX 367,213,409 for utilisation on District roads. By the end of Q3, UGX 334,940,586 had been utilised by the Agency, bringing the absorption rate to 91 % by the end of the third quarter as detailed in **Table 35** below.

Table 35: Summary of Funds Utilisation for Alebtong DLG

Period	Funds released		Transfers	Available Funds	Funds utilization		% Utilisation	Un-utilized Funds
	Quarterly	Cumulative			Quarterly	Cumulative		
	UGX	UGX			UGX	UGX		
R/O				74,265,080	-	-	-	74,265,080
Q1	177,668,765	177,668,765	68,448,899	109,219,866	102,223,828	102,223,828	94	6,996,038
Q2	204,774,177	382,442,942	95,644,310	109,129,867	68,173,900	170,397,728	62	40,955,967
Q3	98,461,738	480,904,680	23,863,142	74,598,596	164,542,858	334,940,586	221	(89,944,262)
Total	480,904,680	480,904,680	187,956,351	367,213,409	334,940,586	334,940,586	91	32,272,823

During the period monitored, UGX 15,962,000, UGX 30,377,600 and UGX 652,800 were used for Routine Manual Maintenance for Q1, Q2 and Q3 respectively. In addition, UGX 2,598,800, UGX 7,588,000 and UGX 4,055,500 was used for Mechanised routine road maintenance for Q1, Q2 and Q3 respectively, whereas UGX 57,387,828, UGX 8,184,000 and UGX 110,088,218 was used for Periodic Maintenance for Q1, Q2 and Q3 respectively. The Agency incurred operational expenses amounting to UGX 26,275,200, 22,024,300 and UGX 49,752,340 for Q1, Q2 and Q3 respectively. Refer to **Table 36** below for details.

Table 36: Details of funds utilised at Alebtong DLG

Category	Budget Q1	Budget Q2	Budget Q3	Actual Expenditure (Q1)	Actual Expenditure (Q2)	Actual Expenditure (Q3)
	UGX	UGX	UGX	UGX	UGX	
Routine Manual Maintenance	19,137,250	19,137,250	19,137,250	15,962,000	30,377,600	652,800
Routine Mechanized Maintenance	43,126,000	0	0	2,598,800	7,588,000	4,055,500
Periodic Maintenance	70,259,750	62,759,750	62,759,750	57,387,828	8,184,000	110,082,218
Other qualifying works	31,826,061	39,039,394	39,039,394	26,275,200	22,024,300	49,752,340
Total	164,349,061	120,936,394	120,936,394	102,223,828	68,173,900	164,542,858

Releases to Alebtong Town Council

Alebtong DLG released UGX 120,764,440 to Alebtong Town Council. However, funds were not utilised during the quarters monitored as indicated in **Table 37** below.

Table 37: Funds released Alebtong Town Council

Period	Funds released		Funds utilization		%	Un-utilized Funds
	Quarterly	Cumulative	Quarterly	Cumulative	Utilisation	
	UGX	UGX	UGX	UGX	%	UGX
Q1	68,448,899	68,448,899	-	-	-	68,448,899
Q2	28,452,399	96,901,298	-	-	-	96,901,298
Q3	23,863,142	120,764,440	-	-	-	120,764,440
Total	120,764,440	120,764,440	-	-	-	120,764,440

Releases to Alebtong Sub-counties

Similarly, funds totalling UGX 67,057,911 released to Alebtong Sub-counties were not utilised during the quarters monitored as detailed in **Table 38** below:

Table 38: Funds released to Alebtong Sub-counties

Sub Agencies	Funds released in Q2	Funds utilization	Un-utilized Funds
	UGX	UGX	UGX
Abako Sub County	6,654,691	-	6,654,691
Abia Sub County	7,080,912	-	7,080,912
Akura Sub County	6,910,859	-	6,910,859
Aloi Sub County	11,794,006	-	11,794,006
Amugu Sub County	6,541,540	-	6,541,540
Apala Sub County	9,274,348	-	9,274,348
Awei Sub County	7,609,644	-	7,609,644
Omoro Sub County	11,191,911	-	11,191,911
Total	67,057,911	-	67,057,911

5.4.3 Implementation challenges and key Issues at Alebtong DLG

Implementation challenges in the DA included:

- The isolated nature of settlements in the DA affects performance of routine manual maintenance, because at times road gangs have to travel long distances to work.
- Inadequate staffing - the agency has no Engineer.

- Excessive bureaucracy in accessing Zonal equipment which affects timely execution of planned maintenance activities.
- Low payment rates for the road gangs which do not attract labourers from other competitive economic activities.

The following key issues, respective risks and strategies for improvement were identified in a discussion with the staff at Alebtong DLG in respect to utilization of road maintenance funds as shown in **Table 39** below:

Table 39: Key Issues from findings in Alebtong DLG, Q3 FY 2014/15

S/N	Finding	Risk/Effect	Strategies for improvement
1	Inadequate staffing: Alebtong DLG has no Engineer. Currently, the acting Engineer is a volunteer. There is only one procurement official at Alebtong DLG.	Risk of poor management of the URF funds and non-implementation of planned works	URF should task Alebtong DLG to recruit the required personnel to effectively manage road maintenance activities for the road network.
2	Poor performance of machine operators.	High cost of execution as to achieve desired quality of road works	URF should engage MoWT to retrain the respective operators.
3	Inaccessibility of the Zonal equipment.	Resorting to hiring of equipment and making cost of road maintenance high.	URF should task MoWT to review the Zonal equipment policy, so that equipment is always available.
4	Not adequately addressing road drainage system.	Fast road deterioration	URF should emphasise to Alebtong DLG to deliberately provide offshoots and regularly clean culvert crossings.
5	Low performance of Routine manual maintenance.	Fast road deterioration due to drainage blockages and road narrowing due to growing bush.	Alebtong DLG should plan and ensure performance of road gangs to adequately execute routine manual maintenance for all the four quarters in a year.
6	Non utilisation of URF funds released to Alebtong Town Council amounting to UGX 120,764,440 for Q1, Q2 and Q3.	A risk of non-implementation of planned road maintenance activities.	URF should task Alebtong DLG to ensure sub agencies implement planned works and no disbursements should be made before funds advanced are utilised / accounted for.
7	Non utilisation of URF funds released to sub counties Abako Abia, Akura, Aloji, Amugu, Apala, Awei and Omoro amounting to UGX 67,057,911 for Q2.	A risk of non-implementation of planned road maintenance activities.	URF should task Alebtong DLG to always follow up on how the funds are being utilised by the Sub Agencies.
8	Failure to attach accountabilities e.g. pre and post assessment reports, activity reports and fuel consumption sheets to payment vouchers.	Risk that funds were not used for the intended works purpose.	URF should emphasize to all DAs that payment vouchers which are inadequately supported with receipts, activity reports and consumption sheets will be disallowed.
9	Commingling of funds which have led to misstatement of the accountability report. It was observed that the expenditure submitted to URF for Q1 was UGX 102,223,828. However, the cash book stated that UGX 171,102,727 related to URF, leading to a variance of UGX 68,878,898.	Risk of misstatement of the DAs financial records which could be misleading to decision makers.	URF should hold discussions with DAs to help streamline book keeping that facilitates proper reporting.

Performance Rating of Road Maintenance Programme in Alebtong District Local Government

The performance rating of Alebtong District Local Government against Key Performance Indicators (KPIs) was as summarized in **Table 40**.

Table 40: Performance Rating of Alebtong District Local Government Q1-3 FY 2014/15

Physical Performance								
Type of Intervention	Annual Planned Quantity FY 2014/15 (km)	Cum. Planned Quantity Q3 FY 2014/15 (km)	Cum. Achieved Quantity Q3 FY 2014/15 (km)	Score (%)	Budget FY 2014/15 (UGX Million)	weight based on budget	Weighted Score (%)	Remark
RMM	246.50	246.50	61.60	25.0%	76.50	20.6%	5.2%	
RMeM	13.80	13.80	6.80	49.3%	43.13	11.6%	5.7%	
PM	14.00	14.00	19.50	139.3%	251.04	67.7%	94.3%	
Total			87.90		370.67	100.0%	105.2%	Physical performance score
Financial Performance								
IPF FY 2014/15 (UGX Million)		Cum. Receipts Q3 FY 2014/15 (UGX Million)		Cum. Expenditure Q3 FY 2014/15 (UGX Million)		Financial Performance Score		Remark
527,158,244		367,213,409		334,940,586		91.2%		
							Average Score (%)	Dashboard Colour
							98.2%	Good
	Performance Rating Legend							
Performance Rating Range		Dashboard colour				Performance Category		
0-33%						Poor		
34-67%						Fair		
68-100%						Good		

All in all table 40 of the report rated physical performance at **105.2%** (Good) and the financial performance rated at **91.2%** (Good) implying financial prudence was matched by works on the roads.

5.5 Apac District Local Government

Apac is one of the districts in Lango sub region having been established in 1974; peeling it off Lira District.

5.5.1 Physical Performance

Apac District area has a total road network length of 1,352 km of which 291 km are national (trunk) roads, 321 km are district feeder roads and 740 km are community access roads. There is a ferry that operates between Kungu (in Akokoro) sub-county and Masindi Port on a daily basis. This is the direct communications link between Apac and the immediate southern districts.

Apac District Local Government as a Designated Agency is in charge of a district road network of 1061 kilometres, a fraction of this is constituted of urban roads under Apac and Aduku Town Councils, district roads 428kms, and rest are community access roads (CARS).

District roads

At the time of monitoring, Routine manual maintenance had not been undertaken by the agency and Periodic maintenance of planned activities hadn't commenced. Implementation of Routine mechanized maintenance stood at 21.9 % of planned activities.

The monitoring team sampled and visited some of the road maintenance works that were planned for FY 2014/15. The condition of some of the roads visited by the Consultant in Apac DLG is depicted in Figure 5.1 below and the state of individual roads is detailed in oAppendix 4.

The monitoring team observed that the road network is in state of neglect; as most of the works are recent and not well done. The road gangs that carry out the routine manual maintenance are yet to be recruited. For example, Alenga – Kungu road (31 Km) was newly graded, but there was no routine manual maintenance and hence overgrown with bush, rendering drainage not functional. In addition, compaction was not adequate and road camber was not facilitating fast water shade off and hence early failure.

Also, Amidam – Alado road (6.6 Km) which had recently been graded was overgrown with bush due to absence of routine manual maintenance. For Amidam – Alado road (6.6 Km), the cover to culverts was not sufficient in addition to gravel dumping for swamp raising. The general condition of the road network is poor as depicted in the images below.

Urban roads

Aduku Town Council: The town council has a road network of 20kms. At the time of the Consultant's visit, only 6.9 kms had been worked on. The work involved opening new roads mainly doing bush clearing and gravelling. The gravel layer was very thin and not properly compacted. Culverts were yet to be installed. The roads worked on included: Ugobo road 2.2 kms, Ogobi-Adyeda road 0.8 kms, Bishop road 0.9 kms, Bishop –Apwegi I road 0.7 kms, Bishop –Apwegi II road 0.2 kms, Bishop –Apwegi III road 0.4 kms, Bishop –Apwegi IV road 0.2 kms, Aduku SS – Jebidayo I 0.7 kms.

Apac Town Council: It is worth noting that no physical road maintenance works had been undertaken for the FY 2014/15 by Apac Town Council as their bank accounts were under garnishment due to an outstanding debt with Uganda Revenue Authority (URA). However, prior to the Agency Notice (garnishment) by URA, the Town Council has spent UGX 16,720,086 on operational costs.



Apac DLG: Alenga – Kungu road (31 Km) recently graded, but no routine manual maintenance and hence overgrown with bush, rendering drainage not functional.



Apac DLG: Alenga – Kungu road (31 Km), though recently graded, compaction was not adequate and road camber was not facilitating fast water shade off and hence early failure.



Apac DLG: Alenga – Kungu road (31 Km); gravel stock pile.



Apac DLG: Amidam – Alado road (6.6 Km) recently graded but overgrown with bush due to absence of routine manual maintenance.



Apac DLG: Amidam – Alado road (6.6 Km); cover to culvert not sufficient, approaches should be gentle and end structures should be provided.



Apac DLG: Amidam – Alado road (6.6 Km); gravel dumping for swamp raising.

Figure 5.5 Photographs in Apac District Local Government

5.5.2 Financial Performance

Funds Released in the period Q1-Q3 FY 2014/2015

There were no rolled over funds brought forward from the FY 2013/14. The monitoring team noted that the Agency budgeted for UGX 610,174,860 for road maintenance for the financial year 2014/15. At the time of the monitoring field visit, Apac DLG had received a total of UGX 198,175,201, UGX 274,771,666 and UGX 142,303,749 as releases for Q1, Q2 and Q3 respectively. Total cumulative funds received as at the end of the third quarter amounted to UGX 615,250,616, representing 100.83 % of the approved annual work plan budget as detailed in **Table 41** below:

Table 41: Budget versus Releases for Apac DLG

PERIOD	WORK-PLAN BUDGET		FUNDS RELEASED		RELEASES
	Quarterly	Cumulative	Quarterly	Cumulative	Cumulative
	UGX	UGX	UGX	UGX	%
Q1	255,718,920	255,718,920	198,175,201	198,175,201	77
Q2	132,227,000	387,945,920	274,771,666	472,946,867	122
Q3	89,000,000	476,945,920	142,303,749	615,250,616	129
Total	476,945,920	476,945,920	615,250,616	615,250,616	129

Expenditure during the Q1-Q3 FY 2014/2015

The District had no rolled over funds from the financial year 2013/14. Of the total releases of UGX 615,250,616, it was noted that UGX 73,178,821 and UGX 78,653,557 was transferred to Apac and Aduku Town Councils respectively. UGX 76,596,466 was released to Sub-counties for Community Access Roads, leaving a balance of UGX 386,821,772 for utilisation on District roads. By the end of Q3, UGX 221,337,986 had been utilised by the District, bringing the absorption rate to 57% by the end of the third quarter as detailed in **Table 42** below.

Table 42: Summary of Funds Utilisation for Apac DLG

Period	Funds released		Transfers	Available Funds	Funds utilization		% Utilisation	Un-utilized Funds
	Quarterly	Cumulative			Quarterly	Cumulative		
	UGX	UGX	UGX	UGX	UGX	UGX	%	UGX
Q1	198,175,201	198,175,201	53,425,717	144,749,484	35,200,250	35,200,250	24	109,549,234
Q2	274,771,666	472,946,867	130,022,183	144,749,483	96,037,486	131,237,736	66	48,711,997
Q3	142,303,749	615,250,616	44,980,944	97,322,805	90,100,250	221,337,986	93	7,222,555
Total	615,250,616	615,250,616	228,428,844	386,821,772	221,337,986	221,337,986	57	165,483,786

Releases to Apac Town Council

The third quarter monitoring report shows that UGX 73,178,821 was released to Apac Town Council for the period monitored, out of which UGX 16,720,086 was utilised to cover operational costs during the period; leaving a balance of UGX 56,458,735 as detailed in **Table 43** below. However, the bank statement shows UGX 18,266,097 was credited on the town council account for quarter 3 whereas the quarter monitoring report indicates UGX 21,620,913 was disbursed from URF, resulting into a variance of UGX 3,354,816.

The monitoring team further observed that Apac Town Council bank accounts were under garnishment due to an outstanding debt with Uganda Revenue Authority (URA). Two agency notices (totalling UGX 84,259,797) from URA of UGX 56,286,058 (dated 28.1.2015) and another one of UGX 27,973,739 (dated 18.12.2014) had been served to the Town council's bankers to remit the equivalent funds in respect of taxes. Subsequently, a total of UGX 43,850,566 was debited on the town councils bank account on 27.1.2015 (UGX 27,973,739) and on 2.2.2015 (UGX 15,876,827).

Table 43: Releases to Apac Town Council

Period	Funds released		Funds utilization		% Utilization	Un-utilized Funds
	Quarterly	Cumulative	Quarterly	Cumulative		
	UGX	UGX	UGX	UGX	%	UGX
Q1	25,778,954	25,778,954	5,573,362	5,573,362	22	20,205,592
Q2	25,778,954	51,557,908	5,573,362	11,146,724	22	20,205,592
Q3	21,620,913	73,178,821	5,573,362	16,720,086	26	16,047,551
Total	73,178,821	73,178,821	16,720,086	16,720,086	23	56,458,735

Releases to Aduku Town Council

The monitoring exercise revealed that UGX78,653,557 released to Aduku Town Council was all utilised during the quarters monitored for FY 2014/15 as shown in **Table 44** below;

Table 44: Funds released to Aduku Town Council

Period	Funds released		Funds utilization		% Utilisation
	Quarterly	Cumulative	Quarterly	Cumulative	
	UGX	UGX	UGX	UGX	%
Q1	27,646,763	27,646,763	27,646,763	27,646,763	100
Q2	27,646,763	55,293,526	27,646,763	55,293,526	100
Q3	23,360,031	78,653,557	23,360,031	78,653,557	100
Total	78,653,557	78,653,557	78,653,557	78,653,557	100

Releases to Apac Sub counties

The monitoring exercise showed that during the FY 2014/15, UGX 76,596,466 was released to Apac Sub counties, out of which UGX 49,500,000 was utilised during the period, leaving a balance of UGX 27,096,466 as detailed in **Table 45** below:

Table 45: Funds utilization by Apac Sub-counties

Sub Agencies	Funds released in Q2	Funds utilization	Un-utilized Funds	% Utilisation
	UGX	UGX	UGX	
Abongomola	8,075,135	8,000,000	75,135	99.07
Inomo	6,695,403	3,600,000	3,095,403	53.77
Ibuje	8,324,813	3,000,000	5,324,813	36.04
Chegere	7,735,277	7,700,000	35,277	99.54
Chawente	7,539,131	-	7,539,131	-
Apac	11,065,696	11,000,000	65,696	99.41
Aduku	6,359,976	6,200,000	159,976	97.48
Nambieso	10,576,805	-	10,576,805	-
Akokoro	10,224,230	10,000,000	224,230	97.81
Total	76,596,466	49,500,000	27,096,466	64.62

5.5.3 Apac District Local Government Status of mainstreaming of cross-cutting issues

The district was characterised by disputes between the political wing and the district technical team headed by the CAO. The district technical team indicated that there was a huge unspent budget and indeed one of the recommendations during the exit meeting was for the local government to have a 'marshal plan' to spend the funds before the close of the financial year. The following are the specific observations that were made:

5.5.3.1 Gender

There was a district deliberate action of encouraging women to apply for road gang activities in the routine manual maintenance.

5.5.3.2 HIV/AIDS

There was no activity during the quarters under consideration.

5.5.3.3 Environment

There was no activity reported in this area. Agency officials explained that an item on environmental mitigation measures is usually included in bids for periodic maintenance works.

5.5.4 Implementation challenges and key Issues for Apac DLG

The following key issues, respective risks and strategies for improvement were identified in a discussion with the staff at Apac DLG in respect to utilization of road maintenance funds as shown in **Table 46** below:

Table 46: Key Issues from findings in Apac DLG, Q3 FY 2014/15

Ref.	Finding	Risk/Effect	Strategies for improvement
1.	Under planning for Routine Manual Maintenance of roads.	Fast road deterioration.	URF should task Apac DLG to plan and execute RMM for the entire road network every quarter.
2.	Non-performance of Routine Manual Maintenance along the roads that drains are blocked, and roads are bushy.	Fast road deterioration.	URF should enforce timely recruitment of road gangs by Apac DLG to enable execution of routine manual maintenance.
3.	Inadequate compaction for grading works.	Fast and early road deterioration	Apac DLG should ensure that a roller which is able to adequately compact is deployed.
4.	Poor performance of machine operators.	High cost of execution as to achieve desired quality of road works	URF should engage MoWT to retrain the affected operators.
5.	Culverts with insufficient covers and with sharp approaches.	Breakage of culverts	Apac DLG should ensure that culverts are sufficiently covered and that approaches are gentle.
6	Inadequate staffing - for instance there is only one operator for the every machine at Apac DLG.	Risk of delay in completion of the road works in case the operator decides to abscond from work.	The DA should recruit more staff in the Engineering department.
7.	Failure to attach accountabilities like pre and post assessment reports, activity reports and fuel consumption sheets.	Risk that funds were not used for the intended works purpose.	URF should emphasize to all DAs that payment vouchers which are inadequately supported with receipts, activity reports and consumption sheets will be disallowed.
8.	Commingling of funds which has led to inconsistencies in the accountability reports submitted to URF. For instance, expenditure incurred in Q1, Q2 and Q3 by Apac DLG as shown in table 6 of the accountability report submitted to URF was UGX 139,930,440, UGX 204,519,419 and UGX 80,532,200 respectively whereas expenditures shown in table 6b for Q1, Q2 and Q3 were UGX 35,200,250, UGX 96,037,486 and UGX 90,100,250 respectively. This led to a total variance of UGX 222,780,173.	A risk of misstatement of financial information; thus affecting decision making.	URF should hold discussions with DAs to help streamline book keeping that facilitates proper reporting.
9	There is a variance of UGX 3,354,816 between the funds disbursed to the Town council as per the monitoring report and what was actually credited on the bank statements.	A risk of misstatement of financial information.	URF should task management of Apac DLG to explain the variance.
10	Tax Arrears amounting to UGX 84,259,797 relating to non-payment of taxes like Withholding tax which had been accumulating from the previous financial years. Two agency notices from URA of UGX 56,286,058 were served to the Town council's bankers. Thus a total of UGX 43,850,566 meant for URF activities was debited on the town councils bank account.	Risks of non-completion of works since all the funds received on account are under garnishment by URA.	URF should task Apac DLG to refund outstanding tax arrears to avoid further loss of road maintenance funds.

11	Delays in transferring URF funds from the General Fund to the Works account and Lower Local Governments. Funds for Q1 were received on the General fund account on 21/07/2014 but transferred to works account on 27/08/2014 (after 37 days). Funds for Q2 were received on the General fund account on 30/10/2014 but transferred to works account on 20/11/2014 (after 21 days).	A risk of delays in implementation of planned activities.	URF should advise more coordination at Apac DA amongst the respective officials handling road funds to ensure planned activities are implemented on time.
12	Non availability of financial records because at the time of the monitoring; the IFMS system was off since the MOFPED was uploading salaries.	Risk of failing to establish the authenticity of the accountability reports submitted to URF.	Apac DLG should ensure that all the financial records relating to all the quarters are printed and filed such that in the event IFMS is off; there are alternative financial records.
13	Inconsistent funding information reported in the accountability report. The team noted that during Q1, Apac DLG received UGX 198,175,201 but UGX 144,749,484 was reported, leading to a variance of UGX 53,425,717. Similarly, during Q2, Apac DLG received UGX 274,771,666 but UGX 144,749,483 was reported, leading to a variance of UGX 130,022,183. Furthermore, for Q3, Apac DLG received UGX 142,303,749 but UGX 97,322,805 was reported, hence a variance of UGX 44,980,944. Total variances amounted to UGX 228,428,844.	A risk of misstatement of financial information, thus affecting decision making.	URF should carry out an investigation and necessary action taken because for all quarters, lower figures were reported.
14	Delays in the procurement process where procurements of above UGX 200 million have to be approved by the Solicitor General who takes long to effect approvals because of the many other DAs who line for the same.	Risk of delays since works cannot commence before approval from the Solicitor General is obtained; hence non-performance	URF should advise Apac DLG to follow up on the approval process to ensure timely execution of works.
15	At the time of monitoring, the team noted delays in disbursing funds to sub counties. Funds were released to the Sub counties on 01 st December 2014, delaying implementation of planned road works.	A risk of delays in the implementation of planned activities. A risk of delayed commencement of works and therefore having to roll over works and funds from one financial year to another.	URF should task Apac District to ensure timely disbursements of funds to sub counties.

Performance Rating of Road Maintenance Programme in Apac DLG

The performance rating of Apac DLG against Key Performance Indicators (KPIs) is summarized in **Table 47** below.

Table 47: Performance Rating of Apac District Local Government Q1-3 FY 2014/15

Physical Performance								
Type of Intervention	Annual Planned Quantity FY 2014/15 (km)	Cum. Planned Quantity Q3 FY 2014/15 (km)	Cum. Achieved Quantity Q3 FY 2014/15 (km)	Score (%)	Budget FY 2014/15 (UGX Million)	weight based on budget	Weighted Score (%)	Remark
RMM	428.00	428.00	-	0.0%	214.00	48.9%	0.0%	Road gangs not yet recruited
RMeM	41.00	41.00	21.90	53.4%	70.44	16.1%	8.6%	
PM	42.00	37.00	-	0.0%	153.05	35.0%	0.0%	
Total			21.90		437.49	100.0%	8.6%	Physical performance score
Financial Performance								
IPF FY 2014/15 (UGX Million)		Cum. Receipts Q3 FY 2014/15 (UGX Million)		Cum. Expenditure Q3 FY 2014/15 (UGX Million)		Financial Performance Score		Remark
610,174,860		386,821,772		221,337,986		57.2%		
						Average Score (%)		Dashboard Colour
						32.9%		Poor
	Performance Rating Legend							
Performance Rating Range			Dashboard colour				Performance Category	
0-33%							Poor	
34-67%							Fair	
68-100%							Good	

All in all table 47 of the report rated physical performance at 8.6% (Poor) and the financial performance rated at 57.2% (Fair). The variance between the physical and financial performance was due to the fact that there was no recruitment of road gangs and functional road equipment to carry out Routine Mechanised Maintenance.

APPENDIX 1:

TERMS OF REFERENCE

Overall objective of the services:

The overall objectives of the services is to establish the degree to which the objectives of the Fund are being met with reference to the key performance indicators set out in the performance agreements and the One Year Road Maintenance Plan (OYRMP) and also to generate lessons learnt and best practices for continuous improvement.

Specific objectives of the Services

Specific objectives of the services shall include the following:

- a) To ensure effective and timely monitoring of the implementation of performance agreements signed between URF and DAs;
- b) To ensure timely production of M&E reports to inform decisions in the key operations of the Fund;
- c) To ensure effective collection of data on condition of public roads and identification of the various relevant parameters that directly affect delivery of road maintenance services; and
- d) To ensure recurrent identification of key policy issues for the attention of Board, and lessons for continuous improvement.

SECTION III: SCOPE OF THE ASSIGNMENT

General

The scope of the services shall include but not limited to:

- i) Preparation of an inception report that details the approaches /methodologies to be adopted and sets forth a detailed timeline with associated milestones in the delivery of the Services for the two scenarios:
- a) Regular M&E activities to be undertaken on a quarterly basis; and

- b) Impromptu M&E of any selected agency within the given region
- ii) Measuring KPIs of road maintenance activities financed by URF as stipulated in the performance agreements between URF and the DAs, as achieved during the quarter and cumulatively from the beginning of the current FY;
- iii) Tracking the quarterly and cumulative utilization of funds disbursed to agencies against approved work plans;
- iv) Tracking the utilization of funds rolled over from most previous Financial Year (FY) against the corresponding approved work plans;
- v) Collection of data on effectiveness and immediate impact of URF funding on condition of public roads and identification of the various relevant parameters that directly affect delivery of road maintenance services;
- vi) Identification of potential risks, implementation challenges and limitations at the agency and programme levels and proposing possible mitigation strategies;
- vii) Collection of data on the level of compliance with government policy requirements on mainstreaming of crosscutting issues, namely HIV awareness, gender and environmental protection issues;
- viii) Tracking of actions taken by DAs on previous audit, M&E and Board recommendations;
- ix) Collection of data on level of private sector involvement in road maintenance activities among DAs;
- x) Collection of data and reporting on topical issues of interest to the Board/ URF management as and when they arise during the assignment;

- xi) Establish the level of functionality of District Roads Committees (DRCs), identify weaknesses and propose corrective action/ necessary improvements;
 - xii) Make assessment of the efficiency and effectiveness; and propose areas of improvement of the force account implementation strategy in road maintenance specifically with regard to: equipment condition, quality of staff driving the equipment, maintenance services for equipment, recruitment of gangs, daily productivity under force account, procurement of input materials and quality assurance.
 - xiii) Identification of key policy issues for the attention of Board, and lessons for continuous improvement;
 - xiv) Preparing quarterly reports on the results of M&E activities covered under this scope on DAs selected for M&E during each quarter;
 - xv) Develop a performance rating criteria for DAs. This stems from the need to translate M&E findings into a performance rating for a given DA.
 - xvi) Preparing a draft final report on the consultancy services setting out summaries of all quarterly reports produced during the period of the assignment; key policy issues; lessons learned/ best practices identified, conclusions and recommendations; and
- Preparation of a final report comprising of the draft final report, amended with comments of the client, project final accounts.

APPENDIX 2:

TEAM OF CONSULTANTS

NO.	NAME	DESIGNATION
1.	Dr. Sylvester P.K. Kugonza (PhD)	Team Leader
2.	Eng. Paul Ssesanga	Engineer
3.	Ms Nabimanya Dativa	Financial Analyst
5.	Mr. Eric Mitanda	Financial Analyst

APPENDIX 3:

OFFICERS INTERVIEWED

Lira District Local Government

No	Name	Designation	Telephone
1	Ssonko Solomon	Chief Administrative officer	0774083148
2	Ebti Patrick	Procurement Officer	0772004185
3	Odora Olwa Boniface	Assistant Accountant	0772002910
4	Erieu Okello Richard	District Engineer	0772525951

Lira Municipality

No	Name	Designation	Telephone
1	Kaweesi Daniel	Town Clerk	0773968659
2	Awino Patrick	Treasurer	0772654455
3	Opio Charles	Sector Accountant	0782712813
4	Okume Fred	Assistant Engineer	0774164910
5	Okao Jimmy	Senior Procurement officer	0772312804

Lira UNRA

No	Name	Designation	Telephone
1	Liiki Saul	Station Engineer	0772415204
2	Agona Patrick	Assistant Station Engineer	0772648088
3	Walusimbi Simon	Station Accountant	0772665549

Apac District Local Government

No	Name	Designation	Telephone
1	Kizito	Chief Administration Officer	0772655373
2	Francis	Acting District Engineer	0772358436

Kole District Local Government

No	Name	Designation	Telephone
1	Alex Felix Majere	Acting Chief Administrative Officer	0772852274
2	Mali Peter	Chief Finance Officer	0772664359
3	Ocen Patrick	Acting AEO	0782402188
4	Aquir Stella	Acting P.O	0772520557
5	Okello Obong Felix	Senior planner	0782717723

Albetong District Local Government

No	Name	Designation	Telephone
1	Atubu Moses	Assistant Chief Administrative Officer	0782253285
2	Owera John.B.	District population officer	0772751402
3	Aula James Alebtono	Acting District Engineer	0782663393
4	Maxwell Odongo	Acting District planner	0774070567

APPENDIX 4:

INSPECTED ROADS

Lira Municipal Council

Road Name:		Road No.:		Road Length: (km) 0.6	
Olwol		Annual Budget (Ushs) 6.3 Million			
Monitored by: Eng. Paul Ssesanga				Date: 19 May 2015	
Historical Data					
Dates of Intervention					
Commencement: 16 October 2014					
Completion: 20 Jan 2015					
Intervention by (Force Account/ Contract)		Technology: (Mechanised / Labour Based)			
Force Account		Mechanised			
Scope of Works					
Patching					
Importance of the Infrastructure					
Leading to bus terminal					
Traffic Pattern: (Heavy, Medium, Light) Heavy		Road Type : Paved/ Unpaved		Paved	
Season at Inspection: Wet		Terrain: Flat / Rolling / Mountainous		Flat	
Field Findings					
				Rating	
				Good	Fair
					Poor
Road Reserve					
Encroachment				√	
Vegetation Control					√
Drainage					
State of Culverts					√
State of Structures				√	
State of Side Drainage (Clean/Half Blocked/Blocked)					√
State of Mitre drains, Channels and Catchwater drains ((Clean/Half					√
Carriage way and Shoulder					
Average Width (m)			7	√	
Condition				√	
Overall Quality of Works					√
Remarks:					
– Patching works were done well					
– Side drains and channel need cleaning					
– The gravel strip between sealed surface and lined drain should be sealed					
– Stoned pitched drain should be repaired					
– Developing potholes should be urgently patched					

Road Name:	Road No.:	Road Length: (km) 0.22		
Noteber	Annual Budget (Ushs) 55.013 Million			
Monitored by: Eng. Paul Ssesanga		Date: 19 May 2015		
Historical Data				
Dates of Intervention Commencement: 16 March 2015 Completion: On going				
Intervention by (Force Account/ Contract)		Technology: (Mechanised / Labour Based)		
Force Account		Mechanised		
Scope of Works - Lime stabilisation of base - Priming - Single surface dressing				
Importance of the Infrastructure - Opposite new market				
Traffic Pattern: (Heavy, Medium, Light)	Road Type : Paved/ Unpaved	Paved		
Heavy				
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous	Flat		
Field Findings				
		Rating		
		Good	Fair	Poor
Road Reserve				
Encroachment		√		
Vegetation Control		√		
Drainage				
State of Culverts		√		
State of Structures		√		
State of Side Drainage (Clean/Half Blocked/ Blocked)		√		
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)				
Carriage way and Shoulder				
Average Width (m)		8	√	
Condition		√		
Overall Quality of Works		√		
Remarks: - There is a delay for priming a base that was lime stabilised in March 2015, - There are signs of deteriorated base given the much dust being swept off at the time of priming - Placement of sand was almost immediate after priming - Inadequate traffic control, with no traffic warning signs and vehicles on primed section - Materials laboratory not involved in the entire process of lime stabilisation and priming.				

Road Name:	Road No.:	Road Length: (km) 0.3	
Te Mogo	Annual Budget (Ushs) 96 Million		
Monitored by: Eng. Paul Ssesanga		Date: 19 May 2015	
Historical Data			
Dates of Intervention Commencement: 8 January 2015 Completion: 27 March 2015			
Intervention by (Force Account/ Contract)		Technology: (Mechanised / Labour Based)	
Force Account		Mechanised	
Scope of Works - Raising of vertical alignment in swamp - Drainage works - Grass planting to protect embankment			
Importance of the Infrastructure Connecting town to railway division, Ayago parish and health centre			
Traffic Pattern: (Heavy, Medium, Light)	Road Type : Paved/ Unpaved	Unpaved	
Medium			
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous	Flat	
Field Findings			
		Rating	
		Good	Fair
			Poor
Road Reserve			
Encroachment			√
Vegetation Control		√	
Drainage			
State of Culverts		√	
State of Structures		√	
State of Side Drainage (Clean/Half Blocked/ Blocked)		√	
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/ Blocked)			√
Carriage way and Shoulder			
Average Width (m)		7	√
Condition		√	
Overall Quality of Works		√	
Remarks: - Works were basically of removal of a bottleneck - Swamp was well raised and with multiple cross culverts to facilitate drainage - Road reserve encroached upon and matters are before courts of law			

Road Name:	Road No.:	Road Length: (km) 1.9		
Kyoga and Agwata	Annual Budget (Ushs) 9.234 Million			
Monitored by: Eng. Paul Ssesanga		Date: 19 May 2015		
Historical Data				
Dates of Intervention Commencement: 24 October 2014 Completion: 24 October 2014				
Intervention by (Force Account/ Contract) Force Account		Technology: (Mechanised / Labour Based) Mechanised		
Scope of Works - Grading and gravelling Kyoga road - Grading Agwatta road				
Importance of the Infrastructure serving residential area				
Traffic Pattern: (Heavy, Medium, Light) Light	Road Type : Paved/ Unpaved	Unpaved		
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous	Flat		
Field Findings				
		Rating		
		Good	Fair	Poor
Road Reserve				
Encroachment		√		
Vegetation Control			√	
Drainage				
State of Culverts				√
State of Structures			√	
State of Side Drainage (Clean/Half Blocked/ Blocked)			√	
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/ Blocked)				√
Carriage way and Shoulder				
Average Width (m)		6	√	
Condition			√	
Overall Quality of Works			√	
Remarks: - Roads well graded and with good camber - Kyoga road was additionally gravelled and well compacted - However both roads have drainage challenges requiring cleaning of side drain and installation of relief culverts - Routine Manual Maintenance required on these roads to clean drainage system as well as controlling vegetation				

Road Name:	Road No.:	Road Length: (km) 1.1	
Ojogi (Okello Degree)	Annual Budget (Ushs) 85.814 Million		
Monitored by: Eng. Paul Ssesanga		Date: 19 May 2015	
Historical Data			
Dates of Intervention Commencement: 16 October 2014 Completion: 8 January 2015			
Intervention by (Force Account/ Contract)		Technology: (Mechanised / Labour Based)	
Force Account		Mechanised	
Scope of Works - Bush clearing - Grading and gravelling - Drainage works			
Importance of the Infrastructure To proposed stadium and prison farm			
Traffic Pattern: (Heavy, Medium, Light)	Road Type : Paved/	Unpaved	
Medium	Unpaved		
Season at Inspection: Wet	Terrain: Flat / Rolling /	Flat	
	Mountainous		
Field Findings			
		Rating	
		Good	Fair Poor
Road Reserve			
Encroachment		√	
Vegetation Control			√
Drainage			
State of Culverts		√	
State of Structures		√	
State of Side Drainage (Clean/Half Blocked/Blocked)			√
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)			√
Carriage way and Shoulder			
Average Width (m)		6	√
Condition		√	
Overall Quality of Works		√	
Remarks: - 100 mm of gravel placed - Swamp well raised and five lines of culverts installed - Scour checks urgently required in steep sections of the road			

Road Name:	Road No.:	Road Length: (km) 0.5																																															
St Mary's Road	Annual Budget (Ushs) 81 Million																																																
Monitored by: Eng. Paul Ssesanga		Date: 19 May 2015																																															
Historical Data																																																	
Dates of Intervention Commencement: 13 November 2014 Completion: Still on going																																																	
Intervention by (Force Account/ Contract) Force Account		Technology: (Mechanised / Labour Based) Mechanised																																															
Scope of Works - Bush clearing and tree removal - Grading and gravelling - Raising of swamp - Drainage works																																																	
Importance of the Infrastructure Linkage to markets and Division head quarters																																																	
Traffic Pattern: (Heavy, Medium, Light) Medium	Road Type : Paved/ Unpaved Unpaved Terrain: Flat / Rolling / Mountainous Flat																																																
Season at Inspection: Wet																																																	
Field Findings																																																	
	<table border="1"> <thead> <tr> <th colspan="3">Rating</th> </tr> <tr> <th>Good</th> <th>Fair</th> <th>Poor</th> </tr> </thead> <tbody> <tr> <td colspan="3">Road Reserve</td> </tr> <tr> <td>Encroachment</td> <td>√</td> <td></td> </tr> <tr> <td>Vegetation Control</td> <td></td> <td>√</td> </tr> <tr> <td colspan="3">Drainage</td> </tr> <tr> <td>State of Culverts</td> <td>√</td> <td></td> </tr> <tr> <td>State of Structures</td> <td>√</td> <td></td> </tr> <tr> <td>State of Side Drainage (Clean/Half Blocked/ Blocked)</td> <td></td> <td>√</td> </tr> <tr> <td>State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)</td> <td></td> <td></td> <td>√</td> </tr> <tr> <td colspan="3">Carriage way and Shoulder</td> </tr> <tr> <td>Average Width (m)</td> <td>6</td> <td>√</td> <td></td> </tr> <tr> <td>Condition</td> <td></td> <td>√</td> <td></td> </tr> <tr> <td>Overall Quality of Works</td> <td></td> <td>√</td> <td></td> </tr> </tbody> </table>			Rating			Good	Fair	Poor	Road Reserve			Encroachment	√		Vegetation Control		√	Drainage			State of Culverts	√		State of Structures	√		State of Side Drainage (Clean/Half Blocked/ Blocked)		√	State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)			√	Carriage way and Shoulder			Average Width (m)	6	√		Condition		√		Overall Quality of Works		√	
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Carriage way and Shoulder																																																	
Average Width (m)	6	√																																															
Condition		√																																															
Overall Quality of Works		√																																															
Remarks: - Gravelling works well done - Swamp section well raised and provided with twin culverts that is functioning well - Drainage improvement still required in form of mitre drains																																																	

Lira District Local Government

Road Name: Ojunga - Amach	Road No.:	Road Length: (km) 16.5	
Monitored by: Eng. Paul Ssesanga		Date: 20 May 2015	
Historical Data			
Dates of Intervention Commencement: 18 December 2014 Completion: Still on going			
Intervention by (Force Account/ Contract) Force Account	Technology: (Mechanised / Labour Based) Mechanised		
Scope of Works - Grading - Gravelling (70%) - Drainage works			
Importance of the Infrastructure Linkage to Markets and Sub county head quarters			
Traffic Pattern: (Heavy, Medium, Light) Medium	Road Type : Paved/ Unpaved	Unpaved	
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous	Flat	
Field Findings			
	Rating		
	Good	Fair	Poor
Road Reserve			
Encroachment			√
Vegetation Control			√
Drainage			
State of Culverts		√	
State of Structures		√	
State of Side Drainage (Clean/Half Blocked/ Blocked)		√	
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/ Blocked)			√
Carriage way and Shoulder			
Average Width (m)	6	√	
Condition		√	
Overall Quality of Works		√	
Remarks: - Gravelling works well done - Swamp section well raised and provided with twin culverts that is functioning well - Drainage improvement still required in form of mitre drains			

Road Name:	Road No.:	Road Length: (km) 5.3	
Kolo Omolo Kole Bdr	Annual Budget (Ushs) 30 Million		
Monitored by: Eng. Paul Ssesanga		Date: 20 May 2015	
Historical Data			
Dates of Intervention Commencement: 4 February 2015 Completion: Still on going			
Intervention by (Force Account/ Contract) Force Account		Technology: (Mechanised / Labour Based) Mechanised	
Scope of Works - Grading - Full gravelling - Drainage works			
Importance of the Infrastructure Linkage to Kole District			
Traffic Pattern: (Heavy, Medium, Light) Medium	Road Type : Paved/ Unpaved Unpaved		
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous Flat		
Field Findings			
	Rating		
	Good	Fair	Poor
Road Reserve			
Encroachment			√
Vegetation Control		√	
Drainage			
State of Culverts	√		
State of Structures	√		
State of Side Drainage (Clean/Half Blocked/ Blocked)		√	
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)			√
Carriage way and Shoulder			
Average Width (m)	6	√	
Condition		√	
Overall Quality of Works		√	
Remarks: - Gravelling works well done - Swamp section well raised and provided with twin culverts that is functioning well - Drainage improvement still required in form of mitre drains			

Lira UNRA Station

Road Name:	Road No.:	Road Length: (km) 17	
Ogur - Apala	Annual Budget (Ushs) 64,315,000		
Monitored by: Eng. Paul Ssesanga		Date: 21 May 2015	
Historical Data			
Dates of Intervention Commencement: 12 March 2015 Completion: 23 April 2015			
Intervention by (Force Account/ Contract) Force Account		Technology: (Mechanised / Labour Based) Mechanised	
Scope of Works - Grading - Re gravelling - Drainage works			
Importance of the Infrastructure Accessibility to health unit and sub county			
Traffic Pattern: (Heavy, Medium, Light) Light	Road Type : Paved/ Unpaved Unpaved		
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous Flat		
Field Findings			
	Rating		
	Good	Fair	Poor
Road Reserve			
Encroachment		√	
Vegetation Control		√	
Drainage			
State of Culverts		√	
State of Structures	√		
State of Side Drainage (Clean/Half Blocked/Blocked)		√	
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)		√	
Carriage way and Shoulder			
Average Width (m)	7	√	
Condition		√	
Overall Quality of Works		√	
Remarks: - Road surface in good condition - Routine manual maintenance should be done for the first 4 km from Ogur - More mitre drains should be opened			

Road Name:	Road No.:	Road Length: (km) 40.7				
Adwari - Okwang - Omwonyile	Annual Budget (Ushs) 90,892,000					
Monitored by: Eng. Paul Ssesanga		Date: 21 May 2015				
Historical Data						
Dates of Intervention Commencement: 12 January 2015 Completion: 15 May 2015						
Intervention by (Force Account/ Contract) Force Account	Technology: (Mechanised / Labour Based) Mechanised					
Scope of Works - Grading - spot gravelling - Drainage works						
Importance of the Infrastructure Linkage to Agago District						
Traffic Pattern: (Heavy, Medium, Light) Medium	Road Type : Paved/ Unpaved	Unpaved				
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous	Flat				
Field Findings						
	Rating <table border="1"> <tr> <td>Good</td> <td>Fair</td> <td>Poor</td> </tr> </table>			Good	Fair	Poor
Good	Fair	Poor				
Road Reserve						
Encroachment	√					
Vegetation Control		√				
Drainage						
State of Culverts		√				
State of Structures	√					
State of Side Drainage (Clean/Half Blocked/ Blocked)		√				
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/ Blocked)			√			
Carriage way and Shoulder						
Average Width (m)	8	√				
Condition		√				
Overall Quality of Works		√				
Remarks: - Grading, spot gravelling and drainage works recently done - Spot light grading urgently required in sections that could have not been adequately compacted - Swamp or low-lying section should adequately be gravelled and provided with good drainage - Routine manual maintenance should adequately clean the road drainage system as well as control vegetation						

Road Name:	Road No.:	Road Length: (km) 19	
Adwari - Okee Bridge	Annual Budget (Ushs) 52,736,000		
Monitored by: Eng. Paul Ssesanga		Date: 21 May 2015	
Historical Data			
Dates of Intervention Commencement: 18 April 2015 Completion: 25 April 2015			
Intervention by (Force Account/ Contract)	Technology: (Mechanised / Labour Based)		
Force Account	Mechanised		
Scope of Works - Grading - spot gravelling - Drainage works			
Importance of the Infrastructure			
Linkage to community facilities			
Traffic Pattern: (Heavy, Medium, Light)	Road Type : Paved/ Unpaved	Unpaved	
Medium	Terrain: Flat / Rolling / Mountainous	Flat	
Season at Inspection: Wet			
Field Findings			
	Rating		
	Good	Fair	Poor
Road Reserve			
Encroachment	√		
Vegetation Control		√	
Drainage			
State of Culverts	√		
State of Structures		√	
State of Side Drainage (Clean/Half Blocked/ Blocked)		√	
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/ Blocked)			√
Carriage way and Shoulder			
Average Width (m)	7	√	
Condition		√	
Overall Quality of Works		√	
Remarks: - Spot repairs required in sections damaged by rains - More mitre drains required - Cleaning of existing drainage system and vegetation control should be emphasised			

Road Name: Lira - Boroboro - Abaho	Road No.: Annual Budget (Ushs) 84,805,000	Road Length: (km) 41				
Monitored by: Eng. Paul Ssesanga		Date: 22 May 2015				
Historical Data						
Dates of Intervention Commencement: 20 April 2015 Completion: 21 May 2015						
Intervention by (Force Account/ Contract) Force Account		Technology: (Mechanised / Labour Based) Mechanised				
Scope of Works - Grading - spot gravelling - Drainage works						
Importance of the Infrastructure Linkage to community facilities and other district						
Traffic Pattern: (Heavy, Medium, Light) Light	Road Type : Paved/ Unpaved	Unpaved				
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous	Flat				
Field Findings						
	Rating <table border="1"> <tr> <th>Good</th> <th>Fair</th> <th>Poor</th> </tr> </table>			Good	Fair	Poor
Good	Fair	Poor				
Road Reserve						
Encroachment			√			
Vegetation Control		√				
Drainage						
State of Culverts		√				
State of Structures		√				
State of Side Drainage (Clean/Half Blocked/ Blocked)	√					
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/ Blocked)			√			
Carriage way and Shoulder						
Average Width (m)	7	√				
Condition		√				
Overall Quality of Works		√				
Remarks: - Road in good condition since been graded and spot gravelled with good compaction - Require excavation of more mitre drains to avoid storm water running long distances - The swamp crossing at 36 + 200 is causing a bottleneck requiring urgent attention						

Road Name:	Road No.:	Road Length: (km) 68				
Lira - Kamdini	Annual Budget (Ushs) 19,031,500					
Monitored by: Eng. Paul Ssesanga		Date: 22 May 2015				
Historical Data						
Dates of Intervention Commencement: 8 December 2014 Completion: 20 April 2015						
Intervention by (Force Account/ Contract) Force Account	Technology: (Mechanised / Labour Based) Mechanised					
Scope of Works - Patching works						
Importance of the Infrastructure Major link to Sudan						
Traffic Pattern: (Heavy, Medium, Light) Heavy	Road Type : Paved/ Unpaved	Paved				
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous	Flat				
Field Findings						
	Rating <table border="1"> <tr> <td>Good</td> <td>Fair</td> <td>Poor</td> </tr> </table>			Good	Fair	Poor
Good	Fair	Poor				
Road Reserve						
Encroachment	√					
Vegetation Control		√				
Drainage						
State of Culverts		√				
State of Structures	√					
State of Side Drainage (Clean/Half Blocked/ Blocked)		√				
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/ Blocked)		√				
Carriage way and Shoulder						
Average Width (m)	11	√				
Condition		√				
Overall Quality of Works						
Remarks: - Many emerging potholes being patched - To avoid further edge breaks especially in busy centres and for accesses, outer shoulder charging with gravel should be done - Road is due for reconstruction even the unevenness, characterised by depressions and wheel ruts as well as localised base failures						

Kole District Local Government

Road Name:	Road No.:	Road Length: (km) 15				
Kole District Hd Qtrs. - Te Boke	Annual Budget (Ushs) 147.5 Million					
Monitored by: Eng. Paul Ssesanga		Date: 25 May 2015				
Historical Data						
Dates of Intervention Commencement: February 2015 Completion: On going						
Intervention by (Force Account/ Contract) Mix of Force Account and Contracting	Technology: (Mechanised / Labour Based) Mechanised					
Scope of Works - Grading by Force Account - Gravelling by Contract - Drainage works by contract						
Importance of the Infrastructure Road Links to Apac District						
Traffic Pattern: (Heavy, Medium, Light) Medium	Road Type : Paved/ Unpaved	Unpaved				
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous	Flat				
Field Findings						
	Rating <table border="1"> <tr> <td>Good</td> <td>Fair</td> <td>Poor</td> </tr> </table>			Good	Fair	Poor
Good	Fair	Poor				
Road Reserve						
Encroachment		√				
Vegetation Control			√			
Drainage						
State of Culverts		√				
State of Structures	√					
State of Side Drainage (Clean/Half Blocked/ Blocked)		√				
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/ Blocked)		√				
Carriage way and Shoulder						
Average Width (m)	7	√				
Condition		√				
Overall Quality of Works			√			
Remarks: - Graded entire road without compacting and currently rough. - To re-grade road with compaction - The contractor to commence gravelling and drainage works on completion of grading						

Road Name:	Road No.:	Road Length: (km) 21	
Bala - Akalo - Amach	Annual Budget (Ushs) 77.7 Million		
Monitored by: Eng. Paul Ssesanga		Date: 25 May 2015	
Historical Data			
Dates of Intervention Commencement: 16 April 2015 Completion: On going			
Intervention by (Force Account/ Contract)		Technology: (Mechanised / Labour Based)	
Force Account		Mechanised	
Scope of Works - Grading - Spot gravelling - Drainage works (installation of 10 lines of culverts)			
Importance of the Infrastructure Linkage of sub counties and to Lira district			
Traffic Pattern: (Heavy, Medium, Light) Medium	Road Type : Paved/ Unpaved Unpaved		
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous Flat		
Field Findings			
	Rating		
	Good	Fair	Poor
Road Reserve			
Encroachment		√	
Vegetation Control			√
Drainage			
State of Culverts			√
State of Structures		√	
State of Side Drainage (Clean/Half Blocked/Blocked)			√
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)			√
Carriage way and Shoulder			
Average Width (m)	6	√	
Condition			√
Overall Quality of Works			√
Remarks: - Grading is done without roller, and looking more like just bush clearing - Road bushy with drainage system requiring urgent attention			

Road Name:	Road No.:	Road Length: (km) 1.5				
Atan and Alyat Swamps	Annual Budget (Ushs) 56.3 Million					
Monitored by: Eng. Paul Ssesanga		Date: 25 May 2015				
Historical Data						
Dates of Intervention Commencement: 2 November 2014 Completion: On going						
Intervention by (Force Account/ Contract) Contract		Technology: (Mechanised / Labour Based) Labour Based				
Scope of Works - Reshaping to camber swamp approaches - Installation of culverts in swamp - Raising of swamp						
Importance of the Infrastructure Linkage to health centre in Alito						
Traffic Pattern: (Heavy, Medium, Light) Medium	Road Type : Paved/ Unpaved	Unpaved				
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous	Flat				
Field Findings						
	Rating <table border="1"> <tr> <td>Good</td> <td>Fair</td> <td>Poor</td> </tr> </table>			Good	Fair	Poor
Good	Fair	Poor				
Road Reserve						
Encroachment	√					
Vegetation Control		√				
Drainage						
State of Culverts			√			
State of Structures			√			
State of Side Drainage (Clean/Half Blocked/ Blocked)		√				
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/ Blocked)		√				
Carriage way and Shoulder						
Average Width (m)	4		√			
Condition			√			
Overall Quality of Works			√			
Remarks: - The contract was meant to have been completed in January 2015 but still running and contractor not on site. - The shaping of road to camber has been done fairly well and with good side drains and mitre drains - Culverts poorly installed and supervisor asked to reject works and instruct contractor to redo works - Contractor failing to raise swamp embankment and narrowing the swamp as opposed to contract requirement						

Road Name:	Road No.:	Road Length: (km) 18	
Alito - Aboke	Annual Budget (Ushs) 8.99 Million		
Monitored by: Eng. Paul Ssesanga		Date: 25 May 2015	
Historical Data			
Dates of Intervention Commencement: January 2015 Completion: January 2015			
Intervention by (Force Account/ Contract)		Technology: (Mechanised / Labour Based)	
Force Account		Mechanised	
Scope of Works - Grading			
Importance of the Infrastructure Linkage to administrative centres, schools and health centres			
Traffic Pattern: (Heavy, Medium, Light)	Road Type : Paved/ Unpaved Unpaved		
Medium			
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous		Flat
Field Findings			
	Rating		
	Good	Fair	Poor
Road Reserve			
Encroachment		√	
Vegetation Control			√
Drainage			
State of Culverts		√	
State of Structures	√		
State of Side Drainage (Clean/Half Blocked/ Blocked)			√
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/ Blocked)			√
Carriage way and Shoulder			
Average Width (m)	7	√	
Condition		√	
Overall Quality of Works			√
Remarks: - Grading works done without compaction, so road becoming rough. - Emerging potholes should be filled - Road is bushy, since no routine manual maintenance - There are no mitre drains, and side drain clogged by bush			

Alebotong District Local Government

Road Name:	Road No.:	Road Length: (km) 12	
Alebotong TC - Omolo	Annual Budget (Ushs) 40.2 Million		
Monitored by: Eng. Paul Ssesanga		Date: 26 May 2015	
Historical Data			
Dates of Intervention Commencement: January 2015 Completion: February 2015			
Intervention by (Force Account/ Contract)	Technology: (Mechanised / Labour Based)		
Force Account	Mechanised		
Scope of Works - Grading - Drainage works			
Importance of the Infrastructure Linkage to administrative centres, schools and health centres			
Traffic Pattern: (Heavy, Medium, Light) Medium	Road Type : Paved/ Unpaved	Unpaved	
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous	Flat	
Field Findings			
	Rating Good Fair Poor		
Road Reserve			
Encroachment		√	
Vegetation Control		√	
Drainage			
State of Culverts	√	√	
State of Structures	√		
State of Side Drainage (Clean/Half Blocked/Blocked)		√	
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)			√
Carriage way and Shoulder			
Average Width (m)	7	√	
Condition		√	
Overall Quality of Works		√	
Remarks: - Grading works done well, with good camber and compaction - There are numerous rock outcrops that may require covering in the future - Isolated emerging potholes should be filled - Mitre drains require excavation - Borrow pits require reinstatement			
Road Name:	Road No.:	Road Length: (km) 8	
Apala - Awinyoru	Annual Budget (Ushs) 8.99 Million		
Monitored by: Eng. Paul Ssesanga		Date: 26 May 2015	

Historical Data				
Dates of Intervention Commencement: March 2015 Completion: May 2015				
Intervention by (Force Account/ Contract) Force Account		Technology: (Mechanised / Labour Based) Mechanised		
Scope of Works - Grading - Spot gravelling - Culvert installation				
Importance of the Infrastructure Linkage of communities to trading centre				
Traffic Pattern: (Heavy, Medium, Light) Light		Road Type : Paved/ Unpaved Unpaved		
Season at Inspection: Wet		Terrain: Flat / Rolling / Mountainous Flat		
Field Findings				
		Rating		
		Good	Fair	Poor
Road Reserve				
Encroachment			√	
Vegetation Control				√
Drainage				
State of Culverts			√	
State of Structures		√		
State of Side Drainage (Clean/Half Blocked/Blocked)				√
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)				√
Carriage way and Shoulder				
Average Width (m)		7	√	
Condition			√	
Overall Quality of Works			√	
Remarks: - Grading done well, with good camber and compaction - Road is bushy due to absence of road gang - Mitre drains require opening - Rock outcrops need covering				

Apac District Local Government

Road Name:	Road No.:	Road Length: (km) 31
Alenga - Kungu	Annual Budget (Ushs) 45 Million	
Monitored by: Eng. Paul Ssesanga		Date: 27 May 2015
Historical Data		
Dates of Intervention Commencement: 7 January 2015 Completion: On going		
Intervention by (Force Account/ Contract) Force Account	Technology: (Mechanised / Labour Based) Mechanised	
Scope of Works - Grading - Spot gravelling - Drainage improvement including culvert installation		
Importance of the Infrastructure Short cut to Masindi port, a ferry landing		
Traffic Pattern: (Heavy, Medium, Light) Heavy	Road Type : Paved/ Unpaved	Unpaved
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous	Flat
Field Findings		
	Rating	
	Good	Fair Poor
Road Reserve		
Encroachment		√
Vegetation Control		√
Drainage		
State of Culverts		√
State of Structures	√	
State of Side Drainage (Clean/Half Blocked/Blocked)		√
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)		√
Carriage way and Shoulder		
Average Width (m)	7	√
Condition		√
Overall Quality of Works		
Remarks: - Grading done but with inadequate compaction and inadequate camber - Road too bushy - Drain clogged in bush, culverts not attended to and culvert channels in bush - Spot gravelling not yet done though gravel been stock piled		
Road Name:	Road No.:	Road Length: (km) 6.6
Amidam - Alado	Annual Budget (Ushs) 45 Million	
Monitored by: Eng. Paul Ssesanga		Date: 27 May 2015

Historical Data				
Dates of Intervention Commencement: 9 February 2015 Completion: On going				
Intervention by (Force Account/ Contract) Force Account		Technology: (Mechanised / Labour Based) Mechanised		
Scope of Works - Opening i.e. bush clearing - Grading - Swamp raising - Culvert installation				
Importance of the Infrastructure Linkage to Alado Health Centre				
Traffic Pattern: (Heavy, Medium, Light) Light		Road Type : Paved/ Unpaved Unpaved		
Season at Inspection: Wet		Terrain: Flat / Rolling / Mountainous Flat		
Field Findings				
		Rating		
		Good	Fair	Poor
Road Reserve				
Encroachment			√	
Vegetation Control				√
Drainage				
State of Culverts			√	
State of Structures				√
State of Side Drainage (Clean/Half Blocked/Blocked)				√
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)				√
Carriage way and Shoulder				
Average Width (m)		6	√	
Condition				√
Overall Quality of Works				√
Remarks: - The road is overgrown by a bush - Grading done but with inadequate compaction - Installed culverts should have sufficient cover, end structures built and gentle approaches in preference to humps - Swamp filling require sufficient gravel				

Aduku Town Council has a road network of 20kms. At the time of the Consultant's visit, only 6.9 kms had been worked on. The work involved opening new roads mainly doing bush clearing and gravelling. The gravel layer was very thin and not properly compacted. Culverts were yet to be installed. The roads worked on included: Ugobo road 2.2 kms, Ogobi-Adyeda road 0.8 kms, Bishop road 0.9 kms, Bishop –Apwegi I road 0.7 kms, Bishop –Apwegi II road 0.2 kms, Bishop –Apwegi III road 0.4 kms, Bishop –Apwegi IV road 0.2 kms, Aduku SS – Jebidayo I 0.7 kms.

APPENDIX 5: M&E DESIGN MATRIX

OBJECTIVE	QUESTION	EVIDENCE	SOURCE OF EVIDENCE	METHOD OF COLLECTION	TOOLS OF FOR DATA COLLECTION
Degree to which the objectives of the fund are being met with reference to KPIs set out in the performance agreements and the one year Road Maintenance Plan (OYRMP)	What is the degree to which the objectives of the fund are being met with reference to KPIs set out in the performance agreements and the one year Road Maintenance Plan (OYRMP)?	Activities and work results compared to targets in agreements and the OYRMP	Activity sites, work plans Progress reports, URF Disbursement funds schedule to Das; DA financial records, Bank statements,	Document review and analysis, Field visits, physical sites inspection	Documents review schedule Observation checklist,
Generate lessons learnt and best practices for continuous improvement.	What are the lessons learnt to ensure improvement?	Comments from URF; DAs and Road Users	Officials from URF; DAs and Road Users	Interviews	
Ensure Effective and timely monitoring of the implementation of performance agreements signed between URF and DAs	How will Effective and timely monitoring of the implementation of performance agreements signed between URF and DAs be ensured?	Timely reports Delivery of information that is used for decision making and assessment of compliance	Agreements Work Schedules Activity sites Activity outputs/Progress reports	Document review Field visits Interviews	Documents review schedule Observation checklist,
Ensure timely production of M&E reports to inform decisions in the key operations of the Fund	How will timely production of M&E reports to inform decisions in the key operations of the Fund be ensured?	Timely submission of reports to URF Decisions in key operations of the Fund based on M&E reports	Mail Delivery books/ emails URF feedback to Consultant	Review of mail delivery books/ emails Client/Consultant briefing/debriefing meetings	Document review schedule Minutes of meetings Delivery books/email delivery notices
Ensure effective collection of data on condition of public roads and identification of various relevant parameters that directly affect delivery of road maintenance services	How will effective collection of data on condition of public roads and identification of various relevant parameters that directly affect delivery of road maintenance services be ensured?	Real time road conditions collection Parameters that directly affect delivery of road maintenance services	Roads Road maintenance performance records; Community leaders, Road users	Road site visits Interviews Performance records	Observation checklists Interview guides Document review
Ensure recurrent identification of key policy issues for attention of Board, and lessons for continuous improvement	How will recurrent identification of key policy issues for attention of Board be ensured? How will lessons for continuous improvement be identified?	Policy issues paper Lessons learnt report	Minutes of Das Leaders of Das	Document review Interviews	Document review schedule Interview guides

OBJECTIVE	QUESTION	EVIDENCE	SOURCE OF EVIDENCE	METHOD OF COLLECTION	TOOLS OF FOR DATA COLLECTION
Tracking the quarterly and cumulative utilization of funds disbursed to agencies against approved work plans;	What was the respective agency's quarterly requisition?	Requisition forms	Quarterly progress reports	Document review	
	For what purpose was it required?	Requisition forms	Quarterly progress reports	Interviews	Interview guide
	When was the release made?	Receipts; Payment vouchers	Bank statements; cashbooks, ledgers	Content analysis	
	How much was released?	Receipts; Payment vouchers	Bank statements; cashbooks, ledgers	Content analysis	
	What was it actually utilised for?	Contracts, Payments slips and vouchers, receipts from contractors	Vouchers, progress reports, cashbooks, ledgers, certificates	Content analysis	
	What is the basis of this unit rate		Discussion, interviews		Interview guide
Tracking the utilization of funds rolled over from most previous Financial Year (FY) against the corresponding approved work plans;	What were the funds rolled over from previous FY?		Financial records for balances at end of previous year ; Contracts paid; review of payments	Document review Interviews	Interviews
	Have they been rolled over to current FY?	Records ; Receipts; Payment vouchers			
	Have they been utilised against approved work plans?				
Identification of potential risks, implementation challenges and limitations at the agency and programme levels and proposing possible mitigation strategies	What threats exist with Road Funds and funded agencies?	Weather conditions, road user behaviours, capacity of contractors	Reports,	Document review, interviews	
	What are strengths of RF and their agencies?	Capacity, systems in place	Stakeholders		
	What are the weaknesses of RF and their agencies?	Wastage, abuses			

OBJECTIVE	QUESTION	EVIDENCE	SOURCE OF EVIDENCE	METHOD OF COLLECTION	TOOLS OF FOR DATA COLLECTION
Collect data on level of private sector involvement in road maintenance activities among DAs	What is the level of involvement of the private sector in road maintenance activities among DAs?	The various stakeholders e.g. contractors, suppliers of materials, road users etc.	Works done by the private sector in road maintenance	Document review Field visits Interviews	Checklists
Tracking of actions taken by DAs on previous audit, M&E and Board recommendations;	Have the DAs implemented the recommendations made from the previous audit, M&E and board reports	Budgets, reports Minutes of boards etc.	Audit, M&E and Board reports Budgets, Progress reports, Discussion, interviews	Doc Review, interview Observations physical site inspections	Reports
Establish the level of functionality of District Roads Committees (DRCs), identify weaknesses and propose corrective action/ necessary improvements;	What is the level of functionality of District Roads Committees (DRCs), What are the weaknesses noted and recommended corrective action for improvements	Meetings held Field work done	Minutes; Interviews of members	Document review Field visits Interviews	Checklists
Assess the efficiency and effectiveness; and propose areas of improvement of the force account implementation strategy in road maintenance specifically with regard to: equipment condition, quality of staff driving the equipment, maintenance services for equipment, recruitment of gangs, daily productivity under force account, procurement of input materials and quality assurance.	How effective and efficient is force account implementation strategy in road maintenance specifically with regard to: equipment condition, staff quality, gangs, productivity and material procurement?	Rate of fund utilisation Level of maintenance of equipment Field work done	Reports; Financial records; Interviews	Document review Field visits Interviews	Checklists
Develop a performance rating criteria for DAs due to need to translate M&E findings into a performance rating for a given DA.	How is the performance rating of the DA in relation to URF assessment criteria?	Scores against criteria	Works done, records	Scoring	URF assessment criteria

