



ROAD MAINTENANCE MONITORING REPORT

Q1-3 FY 2015/16 (July 2015 – March 2016)

Executive Director – Uganda Road Fund
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Prudence - Transparency - Integrity - Value

SEPTEMBER 2016



ROAD MAINTENANCE MONITORING FINAL REPORT

QUARTER 1-3 FY 2015/16 (July 2015 – March 2016)

UNRA Stations

Lira

District Local Governments

Adjumani, Koboko, Maracha and Zombo

Urban Authorities

Arua Municipality



Executive Director
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Foreword

This is a monitoring report of road maintenance programmes funded by Uganda Road Fund (URF) in the FY 2015/16 covering the period July 2015– March 2016 for one UNRA Station, viz. Lira UNRA Station and five Designated Agencies (DAs) including Arua Municipality, Adjumani, Koboko, Maracha and Zombo District Local Governments. UNRA is the DA and its field stations are sub-units of analysis that are monitored and evaluated.



In the FY 2015/16 Performance Statement and the One Year Road Maintenance Plan, URF committed to monitor and evaluate its operations and performance of designated agencies.

In the FY 2015/16 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 the 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

31 August 2016

EXECUTIVE SUMMARY

1.0 Introduction

This report follows monitoring field visits undertaken from 7th to 23rd June 2016 covering Quarters 1, 2 and 3 of financial year 2015/2016 for Lira UNRA Station, Arua Municipal Council, Adjumani, Koboko, Maracha, and Zombo District Local Governments. Field data was collected and analysed by M/s. Dativa and Associates under a framework contract (Ref. URF/SRVCS/13-14/00036) with URF. The six agencies reported on in this report are part of the one hundred and thirty five (135) URF DAs, including Uganda National Roads Authority (UNRA) for national roads, Kampala Capital City Authority (KCCA) for capital city roads, 22 Municipal Councils for municipality roads; and 111 District Local Governments for District, Urban, and Community Access Roads (DUCARs).

URF provides financial resources for road maintenance through disbursements to DAs which are mandated to manage public 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.

Accordingly, the aforementioned agencies in the Northern / North Western Region of Uganda were monitored in line with the URF objectives hereunder.

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 Plan (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 2015/2016 for Adjumani, Koboko, Maracha, and Zombo District Local Governments, Lira UNRA station and Arua Municipal Council. The field work was conducted from 7th– 23rd June 2016.

1.2 Specific objectives of the assignment

The specific objectives of the assignment were;

- 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 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

The following were the major activities undertaken across all agencies that had relevance to road maintenance;

- a) Planning, which included developing work plans and budgets;
- b) Engineering works, which included Routine Manual Maintenance, Routine Mechanised Maintenance including term maintenance and Periodic Maintenance.
- c) Administration of axle load control weighbridges (concerns national roads only).
- d) Operation and repairs of road equipment which included servicing the Chinese road equipment and training road equipment operators.
- e) 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.

1.3.2 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 (%)			
	Physical Performance	Financial Performance	Overall Performance	Performance Category
Lira UNRA Station	90.6%	72.7%	81.7%	Good
Performance National Roads	90.6%	72.7%	81.7%	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 as depicted by **Table B1**.

Table B: Agency by agency DUCAR performance ratings

Agency	Performance Rating (%)			
	Physical Performance	Financial Performance	Overall Performance	Performance Category
Arua MC	65.8%	86.8%	76.3%	Good
Koboko DLG	34.9%	69.98%	52.4%	Fair
Zombo DLG	56.8%	45.9%	51.3%	Fair
Adjumani DLG	27.1%	57.6%	42.3%	Fair
Maracha DLG	84.2%	113.9%	99.1%	Good
Average Performance DUCAR	54%	75%	64%	Fair

The overall average performance of DUCAR was 64%, with a physical performance of 54% and financial performance of 75%. The Overall performance of Maracha DLG (99.1%) was rated as good and the best in the lot visited under Call off order number 5, followed by Arua MC with a score of 76.3%. All other DAs were rated fair, the worst being Adjumani DLG (42.3%) followed by Zombo DLG (51.3%) and Koboko at 52.4%. In many agencies, works were ongoing.

Koboko DLG: The financial performance was very high compared to physical performance i.e. it was double the physical performance – This was due to expenditure on commitments brought forward from financial year 2014/15 that absorbed up to 24% of the funds released. It was also noted that the expenditure on mechanical imprest claimed 21% of the released funds with 39% in excess of Mechanical imprest releases for the period. It should further be noted that 16% expenditure on Routine Mechanised Maintenance was in form of fuel deposits to the fuel stations that had not been fully utilised since most of the works were on-going. Additionally, 7% of their road maintenance funds were utilised for operational expenses.

Zombo DLG: Conversely, the financial performance for Zombo DLG was very low compared to physical performance i.e. it was half the physical performance – This was due to delayed works under Routine Mechanised Maintenance. Most of the payments for materials, labour and fuel for Routine Mechanised Maintenance works had not been made. Only Routine Manual Maintenance by road gangs had been paid for, which constituted 50% of the total expenditure and 23% of the available funds. Also, 7% of their road maintenance funds were utilised on operational expenses.

Adjumani DLG had poor physical compared to financial performance due to excess expenditure on Routine Manual Maintenance by road gangs that constituted 66% of the total expenditure. In addition, mechanical repairs claimed 15% of the released funds and 78% in excess of the released funds for mechanical imprest.

Maracha DLG –All URF funds released to Maracha DLG were utilised for the period under review. In addition, funds amounting to UGX 28,969,697 meant for PRDP projects were diverted for Uganda Road Fund works since all funds are deposited on one bank account.

Table B1: Performance Rating Legend

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

2 Key general and specific findings

A1: National Roads

The URF budget for FY 2015/16 for national roads maintenance programme under UNRA had an approved annual budget allocation of UGX 274.438 billion. This report covers monitoring at Lira UNRA Station for Q1-3 financial year 2015/16. Lira UNRA Station is one of the 22 stations across the country with the responsibility of maintaining the national road network in the districts of Lira, Dokolo, Apac, Amolatar, Alebtong, Otuke, Kole and Oyam DLGs. Lira UNRA Station as a Designated Agency is in charge of a road network of 1042 Km, with 151.6 Km Paved and 895.8 Km Unpaved. Much of the network goes through a low lying terrain characterized by several swamp crossings.

At the time of monitoring, the work plan for FY 2015/16 had progressed as follows:

- 80% of planned Routine manual maintenance by Q3 had been undertaken by the agency;
- 85.6% of planned Routine mechanised maintenance by Q3 had been undertaken by the agency; and
- 91.36% of planned Periodic maintenance by Q3 had been executed

Lira UNRA station rolled over funds amounting to UGX 267,917,668 from financial year 2014/15. By the end of Q3, the station had received all the budgeted funds amounting to UGX 2,053,038,646 for Q1-3; out of which UGX 150,000,000 was transferred to UNRA Headquarters on the 01/10/2015 for payment of Abubaker Technical Services Ltd who were contracted to upgrade the Namugongo road and UGX 1,579,226,545 had been utilised during the period; leaving a balance of UGX 323,812,101 unutilised. The absorption rate of funds in the period was 72.4%.

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

Table A1: Key Issues in Lira UNRA Station – Q1-3FY 2015/16

Ref.	Finding	Risk/Effect	Strategies for improvement
1.	Work plan not followed, e.g. Apala-Ngetta road not maintained as planned	Gross road deterioration	UNRA should adhere to the approved work plan.
2.	Contractors with low capacity performing parallel multiple contracts e.g. M/s Tegeka Enterprises Limited	Unsatisfactory contract performance	UNRA should exercise more prudence in the award of contracts especially concurrent contracts
3.	Blockage of culverts by some community members.	Road deterioration	UNRA should work with local authorities to prevent deliberate blockages of culverts
4.	Delayed procurement of planned road maintenance resources e.g., gravel for Namasale-Alemer road	Delayed or even unfilled execution of programmed works	Timely procurement of all resources for programmed works.
5.	Non-compliance with environmental requirements e.g. open borrow pits and no tree planting	Environmental and health hazard.	UNRA should comply with all the environmental requirements.
6.	Some sections of tarmac roads were beyond maintenance e.g. Lira-Kamdini road with some sections over patched.	High vehicle operation cost, long travel time and accidents	UNRA should more proactive in road maintenance to avoid unnecessary costs
7.	Diversion of designated road funds e.g. UGX 150,000,000 from Lira to Kampala -Seeta – Namugongo road	Gross deterioration designated road deterioration	UNRA should strictly follow approved work plans
8	Late release of funds by UNRA head office to Lira	Delayed execution of works which translates to further road deterioration	UNRA should disburse funds in accordance with the requirements of the approved work plans
9.	Incomplete stores management records	Abuse of road maintenance resources	UNRA should maintain complete stores records to facilitate timely delivery and accountability

B1: DUCAR Network

The approved URF budget allocation for road maintenance programmes under the DUCAR network for FY 2015/16 was UGX 146.44obillion. Summary of general findings are indicated in Table B1 below

Table B1: General findings in DUCAR Agencies under Call-Off order No. 5: Q1-3 FY 2015/16

Ref.	General findings		Strategies for improvement
	Finding	Risk/effect	
1.	Neglect of road drainage	Fast road deterioration	All CAOs should direct the road engineering staff to attend to road drainage.
2	Key road equipment (Vibro roller, water bowser etc.)not available to DUCARs	Poor road maintenance works	Government should develop mechanisms that increase access of key equipment to DUCARs..
3	No DA had a fully functional road unit due to break downs	Failure to execute planned works timely and effectively	MoWT should devise better ways and means of ensuring sustainability of road units
4.	Some approved work plans of the DAs do not cover the entire network per quarter e.g. Koboko DLG for routine manual maintenance	Road deterioration	All CAOs to ensure work plans cover the entire network every quarter especially for Routine Manual Maintenance
5.	50% of DAs engineers had been in acting capacity for more than six months.	Low level of motivation	The District Service Commission should urgently attend to the anomaly
6.	Under funding of approved work plans	Planned activities not executed	IPFs on which work plans are based should be more realistic to avoid mid-course cuts
7.	District Roads Committees rarely meet as required	Failure for the DAs to bargain for their national share.	Policy review should be undertaken to ensure functionality of District Roads Committee
8	Late receipts of funds to DUCARs	Delayed execution of works which translates to further road deterioration	All parties in the funding chain should adhere to funding schedules.

Table B2: Specific findings in DUCAR Agencies under Call-Off order No. 5: Q1-3 FY 2015/16

Ref.	Finding	Agency where observed	Risk/Effect	Strategies for improvement
1.	Practise of advance of large sums of money to staff for road works e.g. UGX 15,154,500 for labour/ Routine Mechanised	Adjumani DLG	Non-performance of planned activities due to diversion	CAO should observe rules governing advances to staff
2.	Over payment of contracts e.g. excess payment of UGX 1,253,000 made on 08/10/2015 vide voucher number So6375	Adjumani DLGs	Abuse of resources	Recover excess payment from the concerned officers.
3.	Incomplete stores management records	Maracha, Adjumani, Koboko DLGs and Arua MC	Loss of stocks due to inadequate controls	DAs should train all finance and Engineering staff in stores supply chain management.
4.	Expired contracts of road gangs	Adjumani DLG	Irregular payments	District Service commission should keep contracts of road gangs up to date/current to avoid irregular payments.
5.	Road drainage channels poorly maintained.	Adjumani DLG	Rapid road deterioration	The District Engineer should emphasize drainage channel maintenance to road gangs.
6.	Purchase of fuel at above prevailing market price. e.g. Diesel overpriced at UGX 400 at local supply station	Adjumani DLGs	Low efficiency in resource utilization (wastage).	DAs should stick to ruling market rates.
7.	Inadequate supervision of road works by the District Engineer of maintenance works on CARs	Adjumani DLG	Poor performance of works	District Engineer should supervise road works by lower local Governments (LLG)
8.	Insufficient attention paid to cross-cutting issues i.e. environment, HIV/AIDs and gender.	Adjumani, Koboko, Maracha and Zombo DLGs	Environmental degradation, HIV resurgence and increase in gender disparity	CAOs should emphasize cross cutting issues in District road works.
9.	Poor book keeping e.g. works funds of different projects (PRDP and URF) are mingled in one cash book	Koboko, and Zombo DLGs	Abuse of road funds	The Chief Finance Officer should maintain books of accounts that reflect road fund separately
10.	Diffused Authority in Finance Department. e.g. Sub Accountant By passing Senior Accountant to the Chief Finance Officer reporting	Koboko DLG	Inaccurate accounting information	Chief Finance Officer should respect hierarchy of Authority in the Finance Department for proper accountability.
11.	Inadequately supported payments e.g. Fuel payments amounting to UGX 6,697,600 lacked fuel orders.	Koboko TC	Misuse of fuel	Accounting Officers should adhere to established authorisation procedures.
12.	Signing of contracts without sufficient fund balances.	Koboko DLG	Failure to honour commitments-possible litigation.	CAOs should commit District after acquisition of adequate funds
13.	Many unbridged road river crossings	Maracha DLG	None continuity of roads.	Maracha DLG should seek assistance from MoWT bridge department for the study, design and construction of low cost bridge crossings.

Ref.	Finding	Agency where observed	Risk/Effect	Strategies for improvement
14	Diversion of road fund e.g. UGX 500,000 on 4th/11/2015	Maracha TC	Failure to implement the planned works	The Accounting Officer should immediately restore funds to the URF Account.
15.	Rampant vice of depositing garbage in drainage channels	Arua MC	Flooding and outbreak of disease.	Arua MC should devise a mechanism for efficient and effective garbage collection
16.	Failure to spread the windrow during grading works e.g. along Josephine Kagwa road	Arua MC	Blockage of drainage	Arua MC should spread the windrow to facilitate good drainage.
17.	Grading of roads does not pay attention Blockage of drainage to facilitate access to feeder roads and path to adjacent homes. e.g. high embankments left	Arua MC	Blockage of side drains to create "bridges" to feeder roads and paths to homes along the roads	Arua MC should direct road contractors to be mindful to feeder roads and paths homes adjacent to the roads.
18	Poor quality materials used for road works e.g. sand for concrete works on Adrua road	Arua MC	Shoddy works done	Arua MC should follow road construction standards in selecting road construction materials
19	The nature of the road soil make up are slippery during the rainy season	Zombo DLG	Limited accessibility	Zombo DLG should program for gravelling of the road network.
20	Rock out crops along the road network e.g. Zombo – Atyak – Warr road	Zombo DLG	Costly maintenance of road equipment especially	Zombo DLG should program for gravelling of the road network.

3. Key Policy issues for the attention of the Board

The following should be put to the attention of the Board for Policy action:

- i. For quality assurance disbursement of funds should be contingent upon availability and / or access to competent resource persons (In-house or outsourced).
- ii. For smooth operations, all changes to work plans should be communicated to all concerned.
- iii. To improve maintainability of vehicles and equipment, distribute mechanical servicing facilities in such a way that they are easily accessible by the DAs. Consideration should be made of the lifecycle costs and sustainability of equipment acquired by the DAs.
- iv. To improve the political oversight function and transparency, the composition and frequency of DRC meetings including required quorum for meeting to take place should be reviewed.
- v. To improve and sustain a high level of road maintenance the road gang rates should be kept competitive at all times.
- vi. To improve on the service life of the roads, road drainage should be given maximum attention at all times.

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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
LLG	Lower Local Government
LPO's	Local Purchase Orders
M	Metre
MC	Municipal Council
M&E	Monitoring and Evaluation
Mm	Millimetre
MoFPED	Ministry of Finance, Planning and Economic Development
MoWT	Ministry of Works and Transport
MPs	Members of Parliament
OYRMP	One Year Road Maintenance Plan
PDE	Procuring and Disposing Entity
PPDA	Public Procurement and Disposal of Assets Authority
Q	Quarter
s/c	Sub-county
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 fifth 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 Plan (OYRMP). The M&E also aimed at generating lessons learnt and best practices for continuous improvement. The report considered Quarter 1, 2 and 3 of financial year 2015/2016 for Lira UNRA Station; Adjumani, Koboko, Maracha and Zombo District Local Governments and Arua Municipality.

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 discusses national and district roads of the Monitoring and Evaluation exercise. Recommendations are presented in the fifth section.

1.2 Background to URF and its Designated Agencies in the Call-off order No.5

This sub-section gives background information to URF and the agencies covered in Call-off Order no.5.

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 Call off order no.5

The selected agencies under the fifth Call off Order are indicated in **Table 1** below:

Table 1: Selected Agencies in the 5th Call-Off Order

Agency type	Name of Agency
UNRA Stations	Lira UNRA Station
District Local Governments	Adjumani, Koboko, Maracha and Zombo
Municipal Council Local Governments	Arua

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 Quarters 1-3 of FY 2015/16;
- 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
- 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 (assignment objectives) around which data collection was organised. For each area of interest, twenty four (24) *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 headline questions raised during data collection are summarised.

Box 1: Assessment questions gleaned from objectives and scope of work activities

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?

The Consultant 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 Call off Order No.5 and field visits commenced on 7th June 2016 lasting up to 23rd June 2015. Tools for data collection were already assembled during the previous Call-off Orders. This stage involved extensive document review on the subject DAs.

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 1-3, FY 2015/16;
- 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.

ii. Field Work

This phase involved field visits to designated agencies (8th to 23rd June 2016) and programme sites as specified in the call off order. The consultant itinerary is detailed in Table 2:

Table 2: Itinerary during field work

Dates	Designated agency visited	Key activities
7 th June 2016		Travel from Kampala to Lira
8 th -9 th June 2016	Lira UNRA Station	1) Briefing sessions 2) Desk studies especially examination of work plans, books of accounts and minutes of meetings
10 th June 2016	De-briefing Lira UNRA Station	
11 th – 12 th June 2016	Weekend used for Data Analysis and report writing	
13 th -14 th June 2016	Adjumani DLG	
15 th June 2016	Koboko DLG	
16 th June 2016	Maracha DLG	3) Key informant interviews
17 th June 2016	De-briefing Koboko and Maracha	
18 th -19 th June 2016	Weekend used for Data Analysis and report writing	
20 th – 21 st June 2016	Arua MC	4) Visits to project sites-district and community access roads
22 nd – 23 rd June 2016	Zombo DLG	
23 rd June 2016	De-briefing Aru and Zombo	5) Debriefing sessions to respective agencies Travel from Zombo to Kampala

Briefing sessions and interviews

On arrival at every station, briefing sessions with Accounting Officers (UNRA Field Station Manager, Town Clerks), the Chief Administrative Officer (CAO), Deputy CAO, District Planner, Chief Finance Officers and respective accountants, District Engineer, Community Development Officers, 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 Accounting Officers, the District Chairpersons, the District Planners, District Environment Officers 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 Finance and procurement departments to examine books of accounts and ensure adequate accountability of URF funds received in the quarter; and procurement aspects of the road maintenance activities as well as adequacy of stores management systems.

In-field documents reviews

In-field desk studies were restricted to documents that related to reports submitted by the LGs 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, accounting records and correspondences on staff matters related to Engineering departments. Relevant reports related to road fund were also examined among other documents.

Road inspection

Road inspection visits were undertaken by the Engineer on the team and other team members joined him in some cases to monitor cross-cutting issues. 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 Town Councils and Sub Counties.

Debriefing sessions

Debriefing sessions were held for all DAs. 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 general 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. Accounting Officers and agency staff appreciated the recommendations and promised to implement them.

iii. Data Processing, Analysis and Draft Report Writing Stage

Data processing, analysis and draft report writing commenced while the Consultant was still in the field, mostly utilising weekends. 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 5 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 review	<ul style="list-style-type: none"> • Preparatory work for field visits
2.	Briefing sessions per DA	<ul style="list-style-type: none"> • To achieve mutual and common understanding of the essence of the M&E assignment
3.	Inspection of roads	<ul style="list-style-type: none"> • To establish how maintenance is being undertaken.
4.	Inspection of stores	<ul style="list-style-type: none"> • To find out how physical resources and inventory are managed.
5.	In-field examination of documents	<ul style="list-style-type: none"> • Audit of road fund utilisation.
6.	Visits to sub counties	<ul style="list-style-type: none"> • To establish how road gangs are recruited, trained and supervised and how funds are being utilised.
7.	Discussions with road users	<ul style="list-style-type: none"> • Assess appreciation of road maintenance works.
8.	Assessment of functionality District Roads Committees	<ul style="list-style-type: none"> • Check decisions taken concerning prioritisation of road maintenance.
9.	Examination of Procurement processes	<ul style="list-style-type: none"> • Contribution to efficient acquisition of goods and service.
10.	Assessment of environmental, health and gender issues management	<ul style="list-style-type: none"> • To find out the 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 performance analysis:

3.1 Observed activities and their relevance to road maintenance

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

- Engineering works,
- Operation, repairs and maintenance of road equipment,
- Support services to road maintenance activities, and

3.1.1 Engineering works

During Q1, Q2 and Q3 FY 2015/16, 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

Routine Manual Maintenance mostly involved grass cutting on the road sides and drainage cleaning including opening offshoots, cleaning side drains, grubbing and opening of culvert outflow channels.

Routine Mechanised maintenance

Routine mechanised maintenance was planned by all the six Agencies. The sub activities carried out in the different agencies were predominantly grading, graveling and drainage improvement.

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 carried out an inventory of key equipment and vehicles as summarised in **Table 4** below:

Table 4: Road maintenance equipment

Type	LIRA UNRA STATION	ADJUMANI DLG	KOBOKO DLG	MARACHA DLG	ARUA MC	ZOMBO DLG
Pick ups	7	1	1	2	-	-
Motor cycles	7	1	1	4	6	-
Tippers	3	3	1	1	1	1
Truck	1	-	-	2	-	-
Graders	3	2	1	1	1	-
Wheel loader	1	-	-	-	1	-
Excavator	1	-	-	-	-	-
Traxcavator	1	1	-	-	-	-
Bull dozer	1	-	-	-	-	-
Vibro roller	2	1	-	-	-	-
Pedestrian Roller	2	-	-	-	1	-
Bitumen Boiler	-	-	-	-	1	-
Water Bowser	1	1	-	-	-	-

The Consultant noted that most of the equipment and vehicles in the visited DAs are old leading to high equipment downtime and high costs of repairs. This grossly affected timely implementation of road maintenance works.

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

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 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

3.2 Extent of performance in light of KPIs

An assessment of district and national road network performance according to KPI is summarised below. However, in assessing the performance of DAs against the criteria of KPIs, the physical and financial ratings were taken into consideration. Physical rating was concerned with DAs road network length which was: a) smoothness of the road surface, b) cleanliness of the road drainage system and c) how well the road reserve was being maintained. Performance in financial terms was the extent to which (percentage) URFs disbursed funds were utilised as per approved dully approved work plan.

The assessment indicates that Lira UNRA and Maracha DLG in general, had good roads assessed at 91.4% and 84.2% respectively. Physical performance of roads in other DAs was assessed as poorly and fairly maintained as seen in the **Table 6** below.

Table 6: Quality of road maintenance

Designated Agency	Network length (Km)	Physical Performance (%)	Dashboard		
			Good	Fair	Poor
Lira UNRA	1,112.66	91.4%			
Adjumani DLG	172.20	27.1%			
Koboko DLG	112.02	34.9%			
Maracha DLG	260.10	84.2%			
Zombo DLG	230.30	56.8%			
Arua MC	61.54	65.8%			

It should be noted that these KPIs are reported as at the time of inspection 7th – 23rd June 2016. In terms of utilisation of road funds, findings are as follows:

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

For Q1-3, all the six Agencies that the Consultant visited had received releases amounting to UGX 4,060,343,908 and had rolled over funds of UGX 267,917,668; all funds available totalling UGX 4,328,261,576. UGX 602,484,263 was released to sub-agencies whereas UGX 150,000,000 was transferred to Abubaker Technical Services Ltd to support on-going works on Seeta-Namugongo road. Agencies remained with a balance of UGX 3,575,777,313 for road maintenance works out of which UGX 2,663,054,216 was utilised (74.47%) as summarized in Table 7 below. Maracha DLG, Arua MC, Lira UNRA and Koboko DLG had the highest levels of funds utilisation at 113.89 %, 86.77%, 72.74% and 69.98% respectively; with Adjumani and Zombo DLGs following with 57.57% and 45.86% respectively with Zombo DLG being last performer.

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

Agency	Rolled over funds	Receipts in FY	Total available funds	Transfer to Abu Baker Tech. Serv. Ltd	Transfers to Sub agencies	Total available for Agency	Amount utilised	Balance unutilised	% utilised
	UGX	UGX	UGX		UGX	UGX	UGX	UGX	
Lira UNRA	267,917,668	2,053,038,646	2,320,956,314	150,000,000	0	2,170,956,314	1,579,226,545	591,729,769	72.74%
Adjumani DLG	0	488,481,191	488,481,191	0	170,308,570	318,172,621	183,170,966	135,001,655	57.57%
Koboko DLG	0	338,080,652	338,080,652	0	161,503,762	176,576,890	123,561,355	53,015,535	69.98%
Maracha DLG	0	317,395,202	317,395,202	0	108,756,799	208,638,403	237,608,100	-28,969,697	113.89%
Zombo DLG	0	330,898,554	330,898,554	0	161,915,132	168,983,422	77,488,147	91,495,275	45.86%
Arua MC	0	532,449,663	532,449,663	0	0	532,449,663	461,999,103	70,450,560	86.77%
Total	267,917,668	4,060,343,908	4,328,261,576	150,000,000	602,484,263	3,575,777,313	2,663,054,216	912,723,097	74.47%

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. Financial performance rating is summarised in Table 8 below.

Table 8: Financial performance rating

Agency	Total available for Agency	Amount utilised	%	Absorption rating		
			utilised			
	UGX	UGX		Good	Fair	Poor
Lira UNRA	2,170,956,314	1,579,226,545	72.74%			
Adjumani DLG	318,172,621	183,170,966	57.6 %			
Koboko DLG	176,576,890	123,561,355	69.98%			
Maracha DLG	208,638,403	237,608,100	113.9 %			
Zombo DLG	168,983,422	77,488,147	45.9 %			
Arua MC	532,449,663	461,999,103	87%			
Total	3,575,777,313	2,663,054,216	74.47%			

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, and payments to road gangs, payments to road overseers and for 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	RMeM	RMM
	UGX	UGX	UGX
Lira UNRA	-	2,757,528	453,694
Adjumani DLG	-	-	724,695
Koboko DLG	-	560,224	163,998
Maracha DLG	-	1,720,577	335,282
Zombo DLG	-	900,000	173,710
Arua MC	50,380,625	884,257	793,837

Note i: No Periodic Maintenance and Routine Mechanised Maintenance works were undertaken at Adjumani DLG.

Note ii: Except for Maracha DLG, the unit rates for Routine Mechanised Maintenance works for the rest of the Districts and the Municipal Council are not conclusive because at the time of the exercise, the maintenance works had just commenced and none of the planned projects had been fully executed. Works were on-going.

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 by all DAs.

3.6 Organisation & financing of roads against key performance criteria

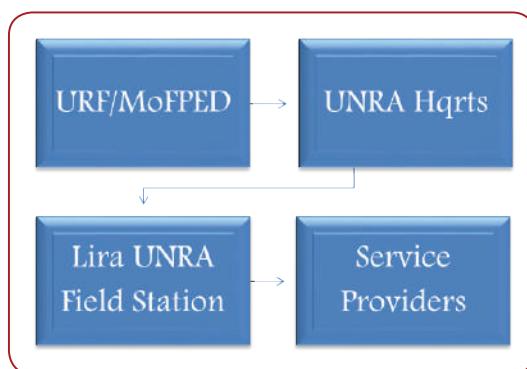
This section discusses organisation, management and financing of roads against efficient, effective and sustainability criteria from two broad perspectives: the perspective of Local Governments and that of a UNRA field station.

Perspective of Local Government

Each DA has sub-agencies as sub-counties. URF disburses funds directly to the General fund accounts of the DA. These funds have to be transferred to works departmental account.

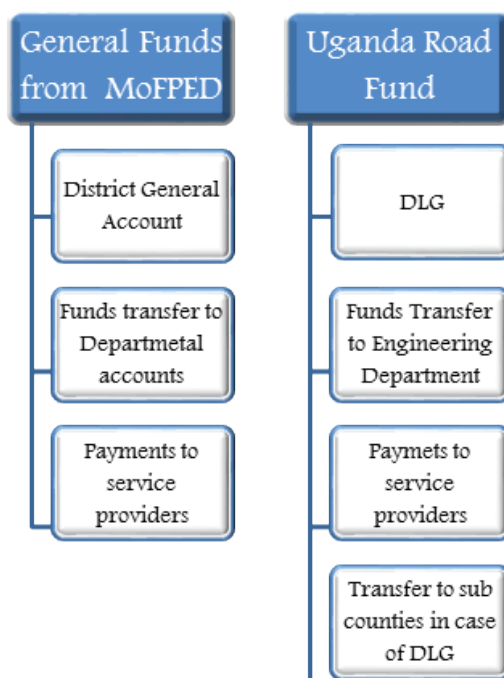
In the case of Lira UNRA station, the flow of funds follows the pattern indicated in figure 1 below:

Figure 1 Flow chart for funds in the UNRA field station



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 (MoFPED) 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. DLGs claim road funds 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 was evident at Arua MC, Maracha and Zombo DLGs. This creates an artificial shortage of funds for execution of road works.

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:

- Absence of technical staff for Koboko, Adjumani and Zombo DLGs to spearhead maintenance works.
- Low staffing levels in agencies. Refer to Table 10 below:

Table 10: Staffing (Engineering Dept/Section)

Title	Lira UNRA Station	Adjumani DLG	Koboko DLG	Maracha DLG	Zombo DLG	Arua MC
Head (District Engineer/Station Engineer)	1	1	0		1	1
Deputy				1		2
Engineering Assistants	1	1	1			5
Road Inspectors		1	1	2	1	
Road Overseers				1		

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 not yet in place at the Agency level. Guidelines need to be developed on how road fund supervision, monitoring and evaluation need to be carried out in a participatory manner that engages political, technical and road users.

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

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

A more efficient and effective Monitoring and Evaluation System would emphasise the following:

- i) The role of a central actor such as the District Planner.
- ii) 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.
- iii) Regular scheduled meetings for the Engineering department to discuss project progress would improve performance.
- iv) Involvement of officials working on crosscutting issues at the planning stage and beginning of contracts would improve the mainstreaming of such issues and ensure timely interventions.
- v) Road inspection site meetings including setting up project committees for each undertaking. This may be augmented by community based monitoring by way of community score cards.
- vi) Meetings by District Roads Committees. There was no evidence of regular meetings in all the DAs.
- vii) 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) DAs in the practise of initiating procurement processes even before receipt of funds are able to observe schedules in work plans.
- ii) Using community based groups such as churches and mosques including road gang members in planting and protection of trees are more effective than on off contractors.
- iii) Inadequacies of internet connectivity in the country are affecting the operation of the Integrated Financial Management System (IFMS).

3.10 Recommendations

- URF should instruct DAs to commence Routine Manual maintenance activities in June as to avoid implementation delays which lead to road deterioration.
- URF should advise DAs to commence procurement of suppliers on approval of budgets to fast-track the process.
- The Board should consider flying road gangs in road maintenance guidelines especially for sparsely populated areas. Alternatively, the use of herbicides should be studied for control of bushes.
- URF should engage MoFPED to release funds at the beginning of the quarter. Also, CFOs should always advise the CAOs to ensure that funds are disbursed to sub-agencies without delay. UNRA Headquarters should ensure that funds are disbursed to stations timely.
- Respective DAs should budget for and implement road safety improvements such as bridge signs, bend warnings etc.
- DAs should sensitise community groups in road maintenance activities especially in environmental aspects and maintenance of off-shoots for road drainage.
- DLGs should put in place a control ledger to help account for URF funds and track funds received and respective expenditure to improve accountability.
- Rates for Road Gangs should be reviewed to be competitive with other labour-intensive jobs.

- Maracha DLG should contact MoWT bridge section for appropriate remedial action.
- The level of commitment of women road gangs is higher than men gangs.
- For the road gangs headed by women, the quality of road works is far better than that of gangs headed by men.

3.11 Mainstreaming of Crosscutting Issues

The scope of work for the assignment also entailed 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 respective detailed reports.

For Maracha DLG and Arua MC, HIV/AIDS awareness and environmental protection issues are mainstreamed into the road maintenance programmes. Sensitisation of communities is undertaken particularly in areas where roads are constructed. However, this is not the case for Adjumani DLG, Koboko DLG and Zombo DLG.

4.0 NATIONAL ROADS MAINTENANCE PROGRAMME

The URF budget for FY 2015/16 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 contracts 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 in the districts of Lira, Apac, Dokolo, Amolatar, Alebtong, Ouke, Kole and Oyam.

4.1.1 Physical Performance

Lira UNRA Station as a Designated Agency is in charge of a road network of 1044.9 Km, with 151.1 Km Paved and 893.8 Km Unpaved. Much of the network goes through a low lying terrain characterized by several swamp crossings.

The approach to road maintenance is both mechanized and labour based, with contracting and force account making up the mechanized maintenance and routine manual maintenance making up the labour based maintenance.

In order to assess the extent of performance of planned road maintenance activities for FY 2015/16, the monitoring team sampled and visited the following twelve (12) roads;

- Lira - Ngetta, 8 Km,
- Ngetta – Apala, 20 Km,
- Apala – Adwari, 27 Km,
- Adwari – Olilim, 45 Km,
- Apala – Ogur, 13 Km,
- Ngetta – Kitgum Bdr, 21 Km,
- Akia – Aloji, 23 Km,
- Aloji – Dokolo, 42.6 Km,

- Dokolo – Namasale, 88 Km,
- Namasale – Alemer, 41 Km,
- Agwata – Aduku, 20.4 Km,
- Aduku – Lira, 35 Km.
- Lira – Kamdini, 70 Km.

Our findings show that at the time of monitoring, the work plan for FY 2015/16 had progressed as follows:

1. 80% of planned Routine manual maintenance by Q3 had been undertaken by the agency;
2. 85.6% of planned Routine mechanised maintenance by Q3 had been undertaken by the agency; and
3. 91.36% of planned Periodic maintenance by Q3 had been executed.

The condition 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**.

Lira–Ngetta road is a paved road. The carriageway was visually in good condition, with evident routine manual maintenance mostly controlling the vegetation. It was observed that the road edges are getting broken. Therefore, to improve the condition of the road, shoulders should be recharged, drainage provided and where possible lined and the broken road edges repaired.

Ngetta–Apala road, 20 Km is an unpaved road observed to be having heavy traffic. The road was sufficiently gravelled during the last cycle of mechanized maintenance. Currently the road surface is rough, with a need to improve the road drainage. The manual maintenance is mostly grass cutting. A broken culvert at Km 3+600 should be replaced. Maintenance works including medium grading and drainage improvement had been programmed in Q3 though not executed.

Apala – Adwari road, 27 Km is an unpaved road which was found to be in good condition having been worked on in Q2. Routine manual maintenance should carry out light drainage improvement mostly cleaning the offshoots.

Adwari – Olilim road, 45 Km is an unpaved road in a fair condition. Mechanized maintenance works were carried out in Q1. There were Force Account emergency interventions from Ch. 27.3 – 38.6 which had grossly deteriorated due to heavy rains. Drainage improvement mostly opening of offshoots is yet to be carried out.

Apala – Ogur road, 13 Km is an unpaved road which was found in good condition. Manual routine maintenance is evidently being carried out and mostly grass cutting and some offshoots opening. More offshoots should be opened by force account and rock outcrops covered with gravel. Widening swamp crossings should be programmed.

Ngetta – Kitgum Bdr, 21 Km, is an unpaved road currently under term maintenance together with Lira = Aduku – Apac road by M/s Tegeka Enterprises Limited. The contract amounting Ugx 10 Billion commenced on 5 May 2016. The Contractor fully mobilized doing medium grading. The Contractor

should maintain the camber as required in the contract drawings as well as immediately open offshoots where ever he grades. The UNRA station using an excavator, had opened offshoots, culvert outflow channels by force account.

Akia – Aloï road, 23 Km is an unpaved road. The road was found in a good condition after being worked on by force account. The road was well graded and compacted. Offshoots were being opened using an excavator. Sensitization of the locals needed as a way of preserving the road reserve and avoidance of blocking drainage system.

Aloï – Dokolo road, 42.6 Km is an unpaved road which is characteristically an earth road. Though grading was being done by force account, spot gravelling and raising of swamp section need to be done. Narrow road sections should be widened. Sensitization should too be carried out to address issues of road reserves and ensuring the drainage system not blocked.

The Dokolo – Namasale road, 88 Km has been under term maintenance since 2013 by M/s Tegeka Enterprises Limited. Road was found in a fair condition. However, some road sections required improvement; mostly graveling and culvert installation since quantities were not sufficient in the contract. Contractor found opening offshoots using an excavator and spot grading sections which had become so rough during the heavy rains. Routine manual maintenance needed intensifying.

The Station was constructing another landing at the Namasale Ferry landing site. The existing concrete landing was progressively collapsing. The works were found stalled.

Namasale – Alemer road, 41 Km is predominantly an earth road going through a swampy terrain. The station was raising Aci swamp by force account but works had stalled because of unpaid excavated gravel awaiting approvals from UNRA head office.

Agwata – Aduku road, 30.4 Km was found in a fairly good condition and routine manual maintenance evidently being carried out. Raising road in the swamp section at Agwata should be programmed as well as covering the several rock outcrops.

The Lira – Aduku road part of the Lira – Apac road was under term maintenance by M/s Tegeka Enterprises Limited. The Contractor had just commenced Cycle one works with mostly heavy grading though there was need to improve on the camber shape to be in line with the contract drawings. The station had carried out some emergency works mostly grading to keep road motorable.

The general condition of the roads visited is shown below:

Figure 4.1 Photographs in Lira UNRA



Lira UNRA: Lira – Ngetta 8km; Broken road edges due to absence of side drain.



Lira UNRA: Apala – Adwari, 27 Km; Broken culvert that would have been replaced if maintenance intervention had been carried out at programmed time.



Lira UNRA: Adwari – Olilim, 45 Km; Grading and spot gravelling carried out by Force Account.



Lira UNRA: Adwari – Olilim, 45 Km; Narrow swamp crossings require widening.



Lira UNRA: Akia – Alooi, 23 Km; Opening of offshoots by Force Account.



Lira UNRA: Ngetta – Kitgum Bdr, 21 Km; Opened culvert outflow channels by Force Account.



Lira UNRA: Alooi – Dokolo, 42.6 Km; Grading works by Force Account.



Lira UNRA: Alooi – Dokolo, 42.6 Km; Labour Based Contractors cleaning side drain.



Lira UNRA: Apala – Adwari, 27 Km; Grass cutting by Labour Based Contractors.



Lira UNRA: Dokolo – Namasale, 88 Km; Spot grading works under term maintenance.



Lira UNRA: Namasale Landing Site: Construction of new landing by Force Account.



Lira UNRA: Namasale Landing Site; Collapsing existing landing.



Lira UNRA: Namasale – Alemer, 41 Km; Stockpiled gravel, its use is awaiting approval from UNRA Head office.



Lira UNRA: Aduku – Lira, 35 Km; Ongoing grading works under term maintenance contract.



Lira UNRA: Dokolo Round about; Rigid concrete pavement being constructed in place of failing pavement.



Lira UNRA: Lira – Kamdini, 70 Km; Road in need of major rehabilitation works in the wake of such sections which have been over-patched.

4.1.2 Financial Performance

Funding for Q1-3 FY 2015/2016

Lira UNRA station rolled over funds amounting to UGX 267,917,668 from financial year 2014/15. By the end of Q3, the station had received UGX 2,053,038,646 for Q1-3 which was 33.4% of the total annual work plan budget of UGX 6,152,860,000 and 72.4% of the three quarterly budget of UGX 2,837,638,000. The disbursement was made in two instalments of UGX 988,559,503 and UGX 1,064,479,243 made in Q1 and Q2 respectively as seen the table 11 below.

Table 11: Releases for Lira UNRA Station Roads Maintenance – Q3 FY 2015/16

Date	Category	Q1	Q2	Total	Quarterly delays
		UGX	UGX	UGX	
	R/O			267,917,668	
17/08/2015	Fuel Release	77,000,000	-	77,000,000	47 days
17/08/2015	Quarterly Release for maintenance works	897,086,403	-	897,086,403	47 days
07/09/2015	Amount of Fuel Release for the Weighbridge	1,925,000	-	1,925,000	69 days
10/09/2015	Release for the Weighbridge operations	6,463,000	-	6,463,000	72 days
10/09/2015	Amount of Release for Data collection exercise	6,085,000	-	6,085,000	72 days
07/10/2015	Fuel release	-	25,847,500	25,847,500	7 days
20/10/2015	Fuel release	-	12,923,750	12,923,750	20 days
27/10/2015	Fuel release	-	12,923,750	12,923,750	27 days
31/12/2015	Fuel release	-	44,695,000	44,695,000	92 days
31/12/2015	Quarterly Release for maintenance works	-	968,089,243	968,089,243	92 days
	Total	988,559,403	1,064,479,243	2,320,956,314	

Funds utilisation

Out of the total disbursements of UGX 2,053,038,646, UGX 150,000,000 was transferred to UNRA Headquarters on 1st October 2015 for payment of Abubaker Technical Services Ltd who were contracted to upgrade the Namugongo road. This brought the total available funds to UGX 2,170,956,314 for road maintenance in Q1-3 as shown in table 12 below.

Table 12: Funds Utilisation by Lira UNRA Station at end of Q3- FY2015/16

Period	Q1	Q2	Q3	Total
	UGX	UGX	UGX	UGX
Balance b/f (From Prev.Qtr)	267,917,668	460,662,777	871,921,403	267,917,668
Quarterly Releases	988,559,503	1,064,479,143	0	2,053,038,646
Transfer to HQ for Upgrading Namugongo Road	0	150,000,000	0	150,000,000
Total available funds (Cumm)	1,256,477,171	1,375,141,920	871,921,403	2,170,956,314
Funds Utilised	795,814,394	503,220,517	280,191,634	1,579,226,545
Percentage utilised	63.34%	36.59%	32.13%	72.74%
Balance Unutilised by the end of Q3 (Cumm)	460,662,777	871,921,403	591,729,769	591,729,769

By the end of Q3, total payments amounting to UGX 1,579,226,545 had been made in respect of road maintenance activities in the period leaving a balance of UGX 323,812,101 (excluding rolled over funds) unutilised. The absorption rate of funds in the period was 72.4% as shown in table 12. A review of the accounting records revealed that out of the total expenditure of UGX 1,579,226,545, the station spent UGX 895,787,489 (56.7% of the total expenditure) on road maintenance works, UGX 26,210,000 (1.7% of the total expenditure) was spent on emergency works, UGX 6,215,000 (0.4% of the total expenditure) was spent on weigh bridge operations, UGX 101,628,864 (6.4% of the total expenditure) was spent on mechanical repairs and UGX 549,385,192 (34.8% of the total expenditure) was spent on qualifying works and operational expenses as seen in table 13 below.

Table 13: Detailed funds utilisation at Lira UNRA Station for the period Q1-3 FY2015/16

STATION :LIRA	Q1 (UGX)	Q2 (UGX)	Q3 (UGX)	TOTAL
Labour based contracts	156,192,459	56,750,334	165,256,696	378,199,489
ROADS				-
Abako- amugo	5,805,000	-		5,805,000
Apac-cegere-Teboke	14,770,000	360,000		15,130,000
Amii-kidilane-atapara	41,628,000	33,283,000		74,911,000
Lira-aduku	9,050,000	5,300,000		14,350,000
Lira-kamudini	20,898,000	-	9,242,000	30,140,000
Agwata-aduku	39,670,000	4,320,000		43,990,000
Aduku- apac	26,230,000	6,600,000	3,461,000	36,291,000
Ngetta-puranga	31,755,000	13,315,000		45,070,000
Ngetta-apala-adwari	65,700,000	36,635,000		102,335,000
Aloi-olilim	59,520,000	-		59,520,000
Akia-aloi	49,480,000	11,550,000		61,030,000
Aloii Abako Dokolo			2,355,000	2,355,000
Agweng Aromo			10,846,000	10,846,000
Adyak Muntu Alemere			15,815,000	15,815,000
Sub-total	520,698,459	168,113,334	206,975,696	895,787,489
Emergency funds				-
Eli- nino Emergency		5,184,000		5,184,000
Aswa Bridge Emergency		20,186,000	840,000	21,026,000
Sub-total	-	25,370,000	840,000	26,210,000
Mechanical imprest	43,671,362	57,020,502	937,000	101,628,864
Weighbridge operations	6,215,000	-		6,215,000
Other Qualifying Expenses	-			-
Tree planting	1,430,000	-		1,430,000
MIS	-	7,012,620		7,012,620
Labeling of roads	-	51,746,000	945,000	52,691,000
Painting humps& rumble Strips	32,140,075	-		32,140,075
Fuel	144,071,300	167,468,300	58,504,131	370,043,731
WHT-for July 2015	1,243,222		-	1,243,222
Contracts supervision	20,444,000	5,576,370	-	26,020,370
Administration	25,077,266	20,418,336	11,069,192	56,564,794
Bank charges	823,710	495,055	920,615	2,239,380
Sub-total	225,229,573	252,716,681	71,438,938	549,385,192
Grand Total	795,814,394	503,220,517	280,191,634	1,579,226,545

Other issues

- Poor stores management. The consultant noted that the station stores are poorly managed with un-updated stores ledgers for Lubricants and stores ledgers for cement were not availed to the consultant. The Acting Store Keeper explained that the poor stores management was because the previous Stores Manager left before properly reconciling the stores ledger.
- Diversion of funds. The team noted that funds amounting to UGX 150,000,000 were transferred to UNRA HQ for payment of Abubaker Technical Services Ltd for upgrading of Namugongo road which was not in plan. This affected completion of planned works.

The consultant recommends that management executes the planned works and the stores records be updated to keep track of receipts and issues from the stores.

4.1.3 Status of mainstreaming of cross-cutting issues

During the exercise, the consultant noted that in most cases, cross-cutting issues are addressed while executing road works. During interactions with the Environment Officer at Lira station, it was noted that whereas tree planting has been done on the Lira-Akii road, borrow pits have not been reinstated. It was also noted that women are encouraged to join the labour based contractors. This was evidenced on Aloii-abako-Dokolo road where three women worked as labour based contractors.

On the issues of HIV/AIDS, the team was informed that the local population is sensitized about the issue of HIV/AIDS before road works are implemented.

The consultant recommends that management implements the mitigation measures that are listed in the environment, social and HIV screening form prior to execution of road works.

4.1.4 Implementation challenges and key Issues at Lira UNRA

Implementation Challenges

- Delays in procurement process: Lira UNRA Station had notable delays in the procurement process hence affecting the timely implementation of planned activities. The Acting Station Engineer explained that the delays in the procurement process were due to a directive for Head Office to handle all the procurements.
- Late release of URF funds affected timely implementation of activities. These delays are detailed in table 11 above.
- Non-existence of road committees. The Consultant observed that the station did not have road committees in place.
- Under Staffing: The consultant noted that the station was inadequately staffed with key personnel missing. There is no Station Accountant and Stores Keeper. The Acting Station Engineer explained that UNRA HQ is in the process of recruiting staff.

Key Issues at Lira UNRA Station

The following key issues, associated risks and strategies for improvement in respect of road maintenance and funds utilisation were identified:

Table 15: Key Issues at Lira UNRA Station

Ref.	Finding	Risk/Effect	Strategies for improvement
1.	Work plan not followed, e.g. Apala-Ngetta road not maintained as planned	Gross road deterioration	UNRA should adhere to the approved work plan.
2.	Contractors with low capacity performing parallel multiple contracts e.g. M/s Tegeka Enterprises Limited	Unsatisfactory contract performance	UNRA should exercise more prudence in the award of contracts especially concurrent contracts
3.	Blockage of culverts by some community members.	Road deterioration	UNRA should work with local authorities to prevent deliberate blockages of culverts
4.	Delayed procurement of planned road maintenance resources e.g., gravel for Namasale-Alemer road	Delayed or even unfilled execution of programmed works	Timely procurement of all resources for programmed works.
5.	Non-compliance with environmental requirements e.g. open borrow pits and no tree planting	Environmental and health hazard.	UNRA should comply with all the environmental requirements.
6.	Some sections of tarmac roads were beyond maintenance e.g. Lira-Kamdini road with some sections over patched.	High vehicle operation cost, long travel time and accidents	UNRA should more proactive in road maintenance to avoid unnecessary costs
7.	Diversion of designated road funds e.g. UGX 150,000,000 from Lira to Kampala -Seeta –Namugongo road	Gross deterioration designated road deterioration	UNRA should strictly follow approved work plans
8	Late release of funds by UNRA head office to Lira	Delayed execution of works which translates to further road deterioration	UNRA should disburse funds in accordance with the requirements of the approved work plans
9.	Incomplete stores management records	Abuse of road maintenance resources	UNRA should maintain complete stores records to facilitate timely delivery and accountability

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 16** below:

Table 16: Performance Rating of Lira UNRA Station Q1-3 FY 2015/16

Physical Performance								
Type of Intervention	Annual Planned Quantity FY 2015/16 (km)	Cum. Planned Quantity Q3 FY 2015/16 (km)	Cum. Achieved Quantity Q3 FY 2015/16 (km)	Score (%)	Budget FY 2015/16 (UGX Mil-lion)	weight based on bud-get	Weighted Score (%)	Remark
RMM	1,042.00	1,042.00	833.60	80.0%	900.20	5.4%	4.3%	
RMeM	614.20	219.30	187.70	85.6%	2,825.7	0.0%	0.0%	
PM	187.20	99.20	91.36	92.1%	15,847.40	81,0%	74.6%	
Total			1,112.66		19.573	100.0%	90.6%	Physical per- formance score
Financial Performance								
IPF FY 2015/16 (UGX Million)		Cum. Receipts Q3 FY 2015/16 (UGX Million)		Cum. Expenditure Q3 FY 2015/16 (UGX Million)		Financial Performance Score		Remark
6,152.86		2,170.96		1,579.23		72.7%		
Performance Rating of Lira UNRA						Average Score (%)	Dashboard Color	
						81.7%	Good	
Performance Rating Legend								
Performance Rating Range			Dashboard color				Performance Category	
0-33%							Poor	
34-67%							Fair	
68-100%							Good	

5.0 DISTRICT, URBAN AND COMMUNITY ACCESS ROADS (DUCAR) MAINTENANCE PROGRAMMES

URF had an approved annual budget allocation of UGX 142.961 billion for road maintenance programmes under the DUCAR network for FY 2015/16. This report covers monitoring at selected agencies including Arua MC, Adjumani, Koboko, Maracha and Zombo DLGs.

5.1 Adjumani District Local Government

Adjumani District is located in Northern Uganda. Adjumani District was created on May 17, 1997, when Moyo District was split into two. The eastern part of Moyo District was renamed Adjumani District, after its largest town, Adjumani where the district headquarters are located. The district has a population of about 232,813 people.

5.1.1 Physical Performance

Adjumani District Local Government as a Designated Agency is in charge of a district road network of 420 Km, with 46 Km of urban roads and 180 Km of Community Access Roads. Much of the road network traverses a flat terrain made up mostly of clay soils.

The approach to road maintenance is both mechanized and labour based; with force account making up the mechanized maintenance and routine manual maintenance being executed by road gangs.

At the time of monitoring, the work plan for FY 2015/16 had progressed as follows:

- 40% of planned Routine manual maintenance had been undertaken by the agency; and
- 7.8% of planned Routine mechanised maintenance had been undertaken by the agency.

In order to assess the extent of performance of planned road maintenance activities for FY 2015/16 by Adjumani DLG, the monitoring team sampled and visited the following four (4) district roads;

- Ciforo – Magburu road, 5 Km,
- Openzinzi – Obilokongo road, 9 Km,
- Kuleku – Amelo road, 5 Km,
- Dzaipi – Magara road, 7 Km.

The Ciforo – Magburu road, 5 Km was found in a poor condition, characterized by poor road surface, lost camber, several gullies and failed drainage system. Routine mechanized maintenance was meant to be carried out in Q1. The only observed maintenance intervention on the road was routine manual maintenance, cutting grass by road gangs, though still not well done in terms of the required specifications.

The Openzinzi – Obilokongo road, 9 Km was being graded under Routine Mechanized Maintenance. Whereas a grader and roller were mobilized for the grading works, there was no water bowser and hence not possible to have grading works meeting specifications. Furthermore, the road was being widened beyond culverts width. As a consequence, this will necessitate widening culvert crossings so as to avoid road accidents. Opening and cleaning road drainage needed intensifying and the bridge at Ch. 4.3 required minor maintenance works including river training, gravelling approaches and repainting. There were no road gangs along the entire road.

The Kuleku – Amelo road, 5 km was found in a good condition with some sections requiring spot improvement like spot grading, availing adequate cover over cross culverts and construction of end structures. Routine mechanized maintenance of this road had been programmed for Q3. The road gang works especially grass cutting were not to specification.

Under routine mechanized maintenance, grading works were done on the Dzaipi – Magara road, 7 Km during Q1 though not completed because the FAW grader broke down. Bush clearing had been done for the entire road but only 3 Km had been well shaped. The vented drift deck at Ch. 3 Km needs urgent repairs.

Community Access Roads

Community Access Roads are managed by the Sub-counties. Four sub counties were visited.

Ciforo Sub County

The sub county through road gangs did cut grass on the Magburu – Loa CAR (3 Km) road. The road surface was found fair for a great proportion of the road, and major repair works are needed for the swamp crossing at Ch. 1.2 Km where some culverts are broken.

Ofua Sub County

The sub county access road (800 m) was found bushy though surface was in good condition.

Sub County was planning to install culverts that they claimed to have procured in FY 2014/15 along the Kololo – Ayewala CAR, 10 Km though the road was not accessible to the site where culverts had been placed.

Pakele Sub County

The sub county worked on Olia – Paluga CAR (4 Km) and Ojigo – Mundruangwa CAR (3.6 Km). The works, including grass cutting and grubbing were evidently well executed.

Dzaipi Sub County

The sub county manually opened the Pigirinya - Mbgwili via Lago angwa Hill road, 5 Km. Trees were felled, tree stumps removed and grass cutting done.

Adjumani Town Council Roads

The Town Council planned to carry out routine manual maintenance, routine mechanized maintenance and periodic maintenance on its network of 40 Km.

A lot of grading works were carried out on the network though not well compacted due to roller break down.

Installed culverts needed smoothening the approaches as well as building the culvert end structures.

The Town Council was encouraged to explore the need to have a drainage master plan so as to have a well-drained urban road network

The condition of the roads visited by the Consultant under Adjumani DLG is depicted in **Figure 5.1** below. The state of individual roads is detailed in **Appendix 4**.

The general condition of the roads visited is shown below:

Figure 5.1 Photographs in Adjumani DLG



Adjumani DLG: Ciforo – Magburu road, 5 Km; Grass cutting by Road gangs.



Adjumani DLG: Ciforo – Magburu road, 5 Km; Road grossly eroded, culverts broken and silted.



Adjumani DLG: Magburu – Loa CAR (3 Km; Culvert need repair, otherwise road can easily get cut off.



Adjumani DLG: Openzinzi – Obilokongo road, 9 Km; Maintenance works needed at the bridge and include; placement of warning signs, river training and painting.



Adjumani DLG: Openzinzi – Obilokongo road, 9 Km; Ongoing grading works but without a water bowser.



Adjumani DLG: Openzinzi – Obilokongo road, 9 Km; Drainage maintenance including cleaning of culverts required.



Adjumani DLG: Kuleku – Amelo road, 5 Km; Culverts in need of adequate cover and building of end structures.



Adjumani DLG: Kuleku – Amelo road, 5 Km; Safety barriers which were vandalized need replacement.



Adjumani DLG: Olia – Paluga CAR (4 Km); Grass cutting carried out by road gangs.



Adjumani DLG: Dzaipi – Magara road, 7 Km; Drift deck at Ch. 3.2 Km need to be repaired given that reinforcement is getting exposed.



Adjumani Town Council: Well graded roads though not sufficiently compacted.



Adjumani Town Council: Installed culverts require smooth ramps over them as well as building end structures.

5.1.2 Financial Performance

The approved work plan budget of Adjumani District Local Government for FY 2015/16 is UGX 1,354,324,000 for maintenance of District roads, urban roads and Community Access Roads. Of that budget, UGX 892,344,000 was budgeted for Q1-3. The agency had no rolled over funds from the previous year.

At the time of the monitoring exercise, Adjumani DLG had received a total of UGX 488,481,191 for Q1, Q2 and Q3. This made 36% of the approved work plan budget of UGX 1,354,324,000 and 55% of the three quarterly budget of UGX 892,344,000. Funds were credited on the District General Account on 07/08/2015, 02/11/2015 and 03/02/2016. Transfers to the Works bank account were effected on 24/08/2015, 13/11/2015 and 14/03/2016 respectively for Q1, Q2 and Q3. The consultant noted delays of 17 days, 11 days and 40 days in transfers from general Fund account to Works account during Q1, Q2 and Q3 respectively. Management attributed the delays to URF delaying to send the breakdown of the funds distribution after the disbursement and sometimes network failure of the IFMS.

Utilisation of funds disbursed:

The Consultant noted that out of the disbursed funds (UGX 488,481,191); a total of UGX 170,308,570 was transferred to Adjumani Town Council and Sub-counties as summarised in Table 17 below thereby leaving a balance of UGX 318,172,621 available for maintenance of district roads during Q1, Q2 and Q3.

A review of the financial records at the agency indicated that a total of UGX 183,170,966 was utilised in the period monitored, resulting into a financial performance of only 58%. Of the total amount utilised, UGX 121,169,000 was spent on Routine Manual Maintenance using road gangs (66% of total expenditure), UGX 47,779,636 was spent on repairs and maintenance of road equipment (26% of total expenditure and 178% of releases for mechanical imprest); whereas UGX 14,222,330 was expended on administrative expenses (8% of total expenditure).

It was observed that expenditure on mechanical imprest was in excess of what was released by UGX 20,867,866 which encroached on the funds meant for road maintenance. It was also observed that UGX 15,154,500 (8% of the expenditures) had been spent in the form of advances for labour to District staff for Routine Mechanised Maintenance of various roads yet no works had commenced by the end of Q3. In addition to payments without works, there was excess payment of UGX 1,253,000 made on 08/10/2015 vide voucher number So6375. The consultant further noted that Quarterly remittances from the works department to the sub-agencies on average took 28 days for sub-counties and 30 days for the Town Council.

Underlying factors advanced for the low level of performance include frequent breakdown of the road equipment and slow procurement process of the suppliers of the spare parts; thus works under Routine Mechanised Maintenance had not yet commenced by the end of Q3. Only Routine Manual Maintenance using road gangs had been executed in Q1-3.

Table 17: Summary of Funds Utilisation at Adjumani DLG

Period	Q1	Q2	Q3	Total
	UGX	UGX	UGX	UGX
Balance b/f (From Prev.Qtr)	0	129,486,439	82,234,247	0
Quarterly Releases	205,333,435	157,020,459	126,127,297	488,481,191
Transfer to Adjumani Town Council	40,898,378	13,437,193	26,414,999	80,750,570
Transfer to Sub-counties	0	89,558,000	0	89,558,000
Total available funds (Cumm)	164,435,057	183,511,705	181,946,545	318,172,621
Funds Utilised	34,948,618	101,277,458	46,944,890	183,170,966
Percentage utilised	21%	55%	26%	58%
Balance Unutilised by the end of Qtr (Cumm)	129,486,439	82,234,247	135,001,655	135,001,655

Others issues:

- **Lack of stores records.** It was observed that although the district has stores, there are no stores records maintained in form of stores ledgers and stock cards for the items supplied to the district.
- **Non-function of the District Roads Committee.** The consultant team noted that the District Roads Committee was not functioning in Q1, Q2 and Q3. This was evidenced by the Committee Secretary's failure to avail Committee minutes. In the management submission, the Committee non-functionality was attributed to failure to elect a Committee Chairperson. The Road Fund Act provides that that the Chairperson should be appointed from either the District Chairperson or one of the area MPs. However, in Adjumani, area MPs failed to come to a consensus with the District Chairperson on who should be appointed as the Committee Chairperson.
- **Inadequate sensitisation and orientation of Road Gangs on the scope of work.** The consultant team got a submission from the Internal Audit department that the scope of work is not commensurate to the amount paid to road gangs. The team noted that although the road gangs are paid UGX 100,000 for every 2kms per month for Routine Manual Maintenance, only grass cutting is done on the respective roads leaving other areas like desilting/cleaning of culvers and off-shoots. It was further noted that their contracts had expired and they were not renewed in the current year.
- **Over costing of fuel for road maintenance works.** Review of payments on fuel revealed that the District pays an average of UGX 4,000 per litre of diesel from the suppliers compared to the average market price of UGX 2,800 per litre thereby causing an average loss of UGX 1,200 per litre of fuel consumed. This was caused by the district ordering and consuming fuel on credit without payments yet the funds are available.

The consultant recommends that stores records be put in place and updated, DRC be constituted, road gangs be sensitised on the scope of works to be executed when appointed and their appointments be renewed. Since the fuel is supplied by pre-qualified suppliers, the district should negotiate with them to supply the fuel at market rates. The District can also make fuel deposits in advance to avoid overcharges.

Other than the above issues, accounting records were properly kept and cashbook well analysed according to the funding sources.

5.1.3 Financial Performance at the Town Council and Lower Local Governments

5.1.3.1 Adjumani TC

Adjumani TC received a total of UGX 80,750,570 for Q1-3 FY 2015/16. This was 14.14 % of their approved annual work plan budget of UGX 571,169,000. Rolled over funds from financial year 2014/15 amounted to UGX 96,075. This brought the total funds available to UGX 80,846,645 for the period.

The funds were disbursed from works account to Town Council on 23/9/2015, 11/12/2015 and 19/04/2016 for the three quarters respectively. This brought about delays of 85days, 72 days and 110 days for Q1, Q2 and Q3 respectively.

Funds Utilisation

The consultant noted that out of the total funds available of UGX 80,846,645, the Town Council had absorbed only UGX 46,102,756 (57% absorption rate) on road maintenance, mechanical repairs and operational expenses during Q1-3 leaving a balance of UGX 34,743,889 unspent by the end of Q3.

Out of the total expenditure, UGX 6,596,000 (14% of the total expenditure) was spent of Routine Manual Maintenance of urban roads, UGX 22,412,000 (49% of the total expenditure) was spent on Routine Mechanised Maintenance, UGX 9,714,000 (21% of the total expenditure) was spent on safety works, UGX 335,000 (1% of the total expenditure) was on mechanical repairs and UGX 7,045,756 (15% of the total expenditure) spent on operational expenses. A summary of funds utilization by Adjumani TC is shown in Table 18 below:

Table 18: Funds utilization by Adjumani TC, Q1-3 FY 2015/16

Period	Q1	Q2	Q3	Total
	UGX	UGX	UGX	UGX
R/O funds	96,075	6,311,947	14,105,190	96,075
Quarterly Releases	40,898,378	13,437,193	26,414,999	80,750,570
Total available funds (Cumm)	40,994,453	19,749,140	40,520,189	80,846,645
Funds Utilised	34,682,506	5,643,950	5,776,300	46,102,756
Percentage utilised	85%	29%	14%	57%
Balance Unutilised by the end of Qtr (Cumm)	6,311,947	14,105,190	34,743,889	34,743,889

5.1.3.2 Financial Performance at Adjumani LLGs

During the exercise, the team sampled seven SCs out of the nine SCs and summarised the funds utilization in table 19 below;

Table 19: Funds utilization by Adjumani LLGs

Sub-county	Rolled Over funds from FY 2014/15	Funds Released	Funds Available	Amount Utilised	Balance Available	% of Utilisation
	UGX	UGX	UGX	UGX	UGX	UGX
Adropi SC	15,451	8,411,490	8,426,941	371,137	8,055,804	4.4
Arinyapi SC	73,930	8,528,501	8,602,431	2,505,497	6,096,934	29.1
Pachara SC	265,204	8,570,935	8,836,139	372,000	8,464,139	4.2
Ukusijoni SC	62,722	11,162,634	11,225,356	4,529,022	6,696,334	40.3
Ciforo SC	578,524	11,779,087	12,357,611	374,700	11,982,911	3.0
Dzaipi SC	147,132	10,162,122	10,309,254	7,222,341	3,086,913	70.1
Ofua SC	37,774	4,976,672	5,014,446	353,927	4,660,519	7.1
Total	1,180,737	63,591,441	64,772,178	15,728,624	49,043,554	24.3

From the above analysis, it was noted that the average absorption rate was 24.3% during Q1-3. The review exercise revealed that only three sub-counties of Dzaipi s/c, Ukusijoni s/c and Arinyapi s/c had tried to utilise the disbursed funds with the absorption rates of 70.1%, 40.3% and 29.1% respectively.

The team noted that most of the sub-counties had not utilised the fund except expenses like bank charges. These were Ofua s/c with absorption rate of 7.1%, Ciforo s/c with absorption rate of 3%, Pachara s/c with absorption rate of 4.2% and Adropi s/c at 4% utilisation. The sub-county chiefs of the respective sub-counties attributed the low absorption rates to delayed recruitment of road gangs.

5.1.4 Status of mainstreaming of cross-cutting issues

Although it is a requirement that prior to commencement of road works, the District should conduct environmental and social screening, survey the projects for potential impact on the environment and propose necessary mitigation measures, sensitise the road gangs and communities on HIV issues, this is not done in Adjumani District. Interactions with the District Environment officer, DHO and CDO revealed that the departments are not involved at all and no environmental and social screening is conducted towards commencement of road maintenance works, no monitoring during works and no certification at the end of works. However, this is done for other projects like labour based road maintenance under DANIDA. As a result, there is no guarantee that mitigation measures to environmental degradation, spreading of HIV, gender disparity during the implementation of road maintenance works are implemented.

It was further observed that the District does not have a focal point person in the works department to ensure that the mainstreaming of the cross-cutting issues is conducted.

5.1.5 Implementation challenges and key Issues at Adjumani DLG

Implementation challenges in the DA included:

- i) **Funding cuts.** Out of the three quarterly budgeted funds of UGX 892,344,000, only UGX 488,481,191 (55% of the total budget) had been released by the end of Q3 which affects the implementation of the planned road maintenance works.

- ii) **Limited suppliers of spare parts and mechanical services** of road equipment yet the cost of taking the equipment to Gulu regional workshop is high.
- iii) **Frequent break down of road equipment which increases the costs of repairs.** By the end of Q3, UGX 47,779,636 had been incurred on mechanical repairs. This was more than the amount disbursed of UGX 26,911,770 during the quarters as mechanical imprest hence encroaching on the road maintenance funds by UGX 20,867,866.
- iv) **Staffing gaps in the Engineering department.** The Department lacks a substantive District Engineer, the Roads Inspector is in studying and the only Road Overseer left was absorbed into UNRA. The Acting District Engineer is about to retire and efforts made to fill the position have not yielded positive results.
- v) Insufficient fleet of road equipment, most especially lack of water bowser.

The following key issues, associated risks and strategies for improvement in respect of road maintenance and funds utilisation were identified:

Table 20: Key Issues at Adjumani DLG

Ref.	Finding	Risk/Effect	Strategies for improvement
1.	Delays in sending funds to sub-agencies. Quarterly remittances from the works department to the sub-agencies on average took 28 days for sub-counties and 30 days for the Town Council.	Delayed execution of works which translates to further road deterioration	All parties in the funding chain should adhere to funding schedules.
2.	Payment of UGX 15,154,500 as advances for labour to District staff for Routine Mechanised Maintenance of various roads before commencement of works.	Non-performance of planned activities due to diversion	CAO should observe rules governing advances to staff
3.	Excess payment of UGX 1,253,000 made on 08/10/2015 vide voucher number So6375 without work done.	Abuse of resources	Recover excess payment from the concerned officers.
4.	Incomplete stores management records	Loss of stocks due to inadequate controls	The DA should train all finance and Engineering staff in stores supply chain management.
5.	Non-functional District Roads Committee	Failure for the DA to bargain for their national share.	Policy review should be undertaken to ensure functionality of District Roads Committee
6.	Expired contracts of road gangs and narrow scope of works executed i.e. only slashing without opening drainage channels	Irregular payments	District Service commission should keep contracts of road gangs up to date/current to avoid irregular payments.
7	Purchase of fuel at above prevailing market price. e.g. Diesel overpriced at UGX 400 at local supply station	Low efficiency in resource utilization (wastage).	The DA should stick to ruling market rates.
8	Funding cuts.	Planned activities not executed	IPFs on which work plans are based should be more realistic to avoid mid-course cuts
9	Frequent break down of road equipment which increases the costs of repairs.	Excess spending on mechanical repairs which encroaches of funds meant for road maintenance	URF should disburse funds for mechanical imprest as budgeted.

Ref.	Finding	Risk/Effect	Strategies for improvement
10	Staffing gaps in the Engineering department.	Failure to execute planned activities	The district should liaise with Ministry of Public Service to recruit required to close the gaps
11	Failure to carry out programmed works at stipulated time.	Gross road deterioration	Adjumani DLG should endeavour to carry out the programmed works at the stipulated time as to avoid cost overruns, when volume of work increases.
12	Roads not well drained	Fast road deterioration	Adjumani DLG, Adjumani TC should ensure that roads are well drained i.e. by opening offshoots and cleaning culverts as well as coming up with a drainage master plan for the urban roads.
13	Roads in good condition programmed for full scale grading instead of spot improvement.	Wastage of funds	Adjumani DLG should plan road maintenance as per the road condition.
14	Poor performance of routine manual maintenance	Road deterioration	Adjumani DLG should follow on the performance of the road gangs and ensure that performance is as per specifications.
15	Lack of follow up in the performance of maintenance works on CARs	Poor performance	Adjumani DLG should get involved in the planning and performance of road works by the sub counties.
16	Failure to address the cross-cutting issues of environment, HIV and gender.	Environmental degradation, HIV spreading and gender disparity	The District should involve the environment officer, DHO and DCDO to conduct environment and social screening of roads projects

Performance Rating of Road Maintenance Programme in Adjumani DLG

The performance rating of Adjumani DLG against Key Performance Indicators (KPIs) is as summarized in **Table 21** below:

Table 21: Performance Rating of Adjumani DLG Q1-3 FY 2015/16

Physical Performance								
Type of Intervention	Annual Planned Quantity FY 2015/16 (km)	Cum. Planned Quantity Q3 FY 2015/16 (km)	Cum. Achieved Quantity Q3 FY 2015/16 (km)	Score (%)	Budget FY 2015/16 (UGX Million)	weight based on budget	Weighted Score (%)	Remark
RMM	418.00	418.00	167.20	40.0%	240.12	59.8%	23.9%	
RMeM	80.60	64.00	5.00	7.8%	161.20	40.2%	3.1%	
PM								
Total			172.20		401.32	100.0%	27.1%	Physical performance score
Financial Performance								
IPF FY 2015/16 (UGX Million)		Cum. Receipts Q3 FY 2015/16 (UGX Million)		Cum. Expenditure Q3 FY 2015/16 (UGX Million)		Financial Performance Score		Remark
693.59		318.17		183.17		57.6%		
Performance Rating of Adjumani DLG							Average Score (%)	Dashboard Color
							42.3%	Fair
Performance Rating Legend								
Performance Rating Range			Dashboard color				Performance Category	
0-33%							Poor	
34-67%							Fair	
68-100%							Good	

5.2 Koboko District Local Government

Koboko District is located in the Northern Region of Uganda. The town of Koboko is the site of the district headquarters. Koboko District was established on 1 July 2005 by the Ugandan parliament after cutting it from Arua District. The District has a population of 208,163 people.

5.2.1 Physical Performance

Koboko District Local Government as a Designated Agency is in charge of a district road network of 219 Km, with 80 Km of urban roads and 404.5 Km of Community Access Roads. Much of the road network traverses a hilly terrain.

The approach to road maintenance was both mechanized and routine manual maintenance; with routine mechanized maintenance being carried out by force account and routine manual maintenance being executed by road gangs.

At the time of monitoring, the work plan for FY 2015/16 had progressed as follows:

- 50% of planned Routine manual maintenance by Q3 had been undertaken by the agency; and
- 37.9% of planned Routine mechanised maintenance by Q3 had been executed and
- Planned Periodic maintenance had not been executed.

In order to assess the extent of performance of planned road maintenance activities for FY 2015/16 by Koboko DLG, the monitoring team sampled and visited the following six (6) district roads;

- Uganda Congo Border road, 14 Km,
- Awindri - Saliamusala road, 11 Km,
- Keri - Kaya road, 26 Km,
- Small Mug - Tendele road, 8 Km
- Keri – Nyai road, 16.7 Km, and
- Nyai – Lodonga road, 8 Km.

The 14 Km Uganda-Congo Boarder road is in a fair condition with much of the road camber appreciably intact. However, routine manual maintenance, grass cutting and drainage cleaning should be carried out. Culvert installation and opening new offshoots should be done by force account.

The 11Km Awindri – Saliamusala road Km is a road running along the Uganda-Congo Boarder up to where the three borders of Uganda, Democratic Republic of Congo and Southern Sudan meet. The road surface is fairly good, but opening of offshoots and installation of cross culverts is needed to improve road drainage. The road was found bushy due to absence of road gangs.

Keri – Kaya road, 26 Km received routine mechanized maintenance by grading but without compaction since district has no Vibro roller. Opening of offshoots and cleaning culverts and channels should be done to save the road from erosion. Routine manual maintenance by road gangs needs to be done.

Small Mug – Tendele road, 8 Km was undergoing routine mechanized maintenance with bush clearing being done with the FAW grader that was in a poor mechanical condition. For the road to be continuous, the district should work on the existing bottleneck at Ch. 6 Km by appropriately bridging the river.

The 16.7 Km Keri – Nyai road received routine manual maintenance. The road surface was fairly good. However, road gangs should be instructed to clean the existing drainage system. The district should open more offshoots by force account. Kochi Bridge along Keri – Nyai road required maintenance by provision of warning signs, placement of safety barriers and carrying out river training.

The 8 Km Nyai – Lodonga road was found with a good camber and surface. However routine manual maintenance and drainage improvement needs intensifying.

Community Access Roads

Community Access Roads are managed by the Sub Counties. Three sub counties were visited.

Kuluba Sub County

The sub county intended to work on the Ayipe – Lunguma CAR and fuel was already with the supplier. The delay to carry out works was because of the competition for the single FAW grader. The road was bushy.

Abuku Sub County

The sub county worked on a bottleneck on the Nyai – Abuku road, 4 Km by installing two lines of 900 mm diameter culverts, building end structures and back filling road embankment. The sub county intends to open the entire road using a grader.

Midia Sub County

The sub county worked on a bottleneck on the Teremunga – Border road, 3.2 Km by installing three lines of 900 mm diameter culverts, built end structures and back filled to form road embankment. The entire road was graded though not compacted. Offshoots need opening.

Koboko Town Council Roads

The Town Council planned to carry out periodic maintenance on 6.45 Km of its network.

At the time of the visit, only 3 Km had been done as follows;

- i. Lipa road, 0.95 Km,
- ii. Parents road, 0.65 Km,
- iii. Parents lane, 0.15 Km,
- iv. Mika road, 0.8 Km, and
- v. Marjan road, 0.45 Km.

A 6 m wide by 150 mm thick gravel layer was placed and compacted on the above roads. However there was urgent need to commence on the drainage works that included culvert installation and stone pitching especially for the steep roads sections.

The condition of the roads visited by the Consultant under Koboko DLG is depicted in **Figure 5.2** below. The state of individual roads is detailed in **Appendix 4**.

The general condition of the roads visited is shown below:

Figure 5.2 Photographs in Koboko DLG



Koboko DLG: Keri – Nyai road, 16.7 Km; Road getting bushy due to absence of road gangs though road surface good.



Koboko DLG: Keri – Nyai road, 16.7 Km; Road drainage need cleaning.



Koboko DLG: Nyai – Lodonga road, 8 Km; Culvert need smoothed approaches.



Koboko DLG: Nyai – Lodonga road, 8 Km; Road with good surface but getting bushy.



Koboko DLG: Uganda Congo Bdr road, 14 Km; Road surface good but getting overgrown especially in the drainage.



Koboko Town Council: 150 mm layer of gravel placed under periodic maintenance.



Koboko Town Council: Cross culverts need to be installed as to control flooding and erosion



Koboko Town Council: Steep road sections should have the side drain lined.

5.2.2 Financial Performance

Koboko District Local Government had an approved work plan budget of UGX 646,214,120 for FY 2015/16 for maintenance of District roads, urban roads and Community Access roads out of which UGX 589,404,660 was for Q1-3. It was noted that the agency had no rolled over funds brought forward from FY 2014/15, as all funds were reportedly utilised during that financial year.

A review of financial records revealed that by the end of Q3, the District had received a total of UGX 338,080,652 representing 52% of the total annual budget of UGX 646,214,120 and 57% of the three quarterly budget of UGX 589,440,660 for road maintenance works in the District, Town Council and Sub-counties. All funds received were credited on the District General Account on 07/08/2015, 02/11/2015 and 19/01/2016 for Q1, Q2 and Q3 respectively. Transfers to the Works bank account were on 21/08/2015, 19/11/2015 and 01/02/2016 for Q1, Q2 and Q3 respectively. This brought about delays of 13 days, 17 days and 13 days respectively. Similarly, releases from URF to the District delayed by 36 days, 32 days and 18 days for Q1, Q2 and Q3 respectively.

At the time of the exercise, UGX 66,690,032 (20% of the total release) had been transferred to Koboko Town Council for maintenance of town roads and UGX 62,039,727 (19% of the total release) to the various Sub-counties for maintenance of Community Access Roads leaving a balance of UGX 209,350,893.

Utilisation of funds disbursed:

Out of the remaining balance of UGX 209,350,893, Koboko Town council was to receive UGX 32,774,003 for Q3 which had not been disbursed. This left the District with UGX 176,576,890 for maintenance of District roads and mechanical imprest for repairs of road equipment. By the end of Q3, UGX 123,561,355 (70% of remaining balance) had been paid out to meet the road maintenance expenses, outstanding commitments and other operational expenses at the District, leaving a balance of UGX 53,015,535 unexpended from the bank. It should be noted however that even at the time of this monitoring exercise in June 2016, the funds due to Town Council had not been disbursed. Management attributed the delay to the staff failure to use IFMS that had just been installed at the District and the frequent network failure.

The consultant team observed that out of UGX 123,561,355 spent, UGX 12,516,319 (10% of the total expenditure) was spent on Routine Manual Maintenance, UGX 20,000,000 (16% of the total expenditure) was spent on Routine Mechanised Maintenance, UGX 41,546,958 (34% of the total expenditure) was spent of commitments brought forward from 2014/15 financial year, UGX 36,490,678 (30% of the total expenditure) was spent on equipment repairs and UGX 13,007,400 (11% of the total expenditure) was spent on operational expenses. A summary of funds utilisation in Koboko District is given in **Table 22** below.

Table 22: Summary of Funds Utilisation for Koboko DLG

Period	Q1	Q2	Q3	Total
	UGX	UGX	UGX	UGX
Balance b/f (From Prev.Qtr)	0	39,598,242	18,450,696	0
Quarterly Releases	142,242,563	108,773,630	87,064,459	338,080,652
Transfer to Koboko Town Council	50,197,579	16,492,453	0	66,690,032
Transfer to Sub-counties	0	62,039,727	0	62,039,727
Remaining funds (Including UGX 32,774,003 due to TC for Q3)	92,044,984	69,839,692	105,515,155	209,350,893
Total Available funds for District roads only	92,044,984	69,839,692	72,741,152	176,576,890
Funds Utilised	52,446,742	51,388,996	19,725,617	123,561,355
Percentage utilised	57	74	27	70
Balance Unutilised by the end of Qtr (Cumm)	39,598,242	18,450,696	53,015,535	53,015,535

The Consultant noted that equipment repairs claimed more funds than the actual funds released for mechanical imprest in Q1-3. By the end of Q3, UGX 26,295,241 had been released for mechanical imprest but the District had spent UGX 36,490,678 on equipment repairs hence excess spending of UGX 10,195,437. This represented 30% of the total expenditure and 39% in excess of Mechanical imprest releases. This was attributed to the frequent breakdown of road equipment.

Others gaps:

- **Insufficient analysis of cashbooks.** The monitoring team noted that all the funds were received before installation of IFMS at the District. However, the book keeping in the works department was not well-done. Transactions were not well analysed according to the sources which makes it difficult to match the expenditure against receipts and balances of URF disbursements. This was attributed to inadequate accounting knowledge and poor attitude of the Accounts Assistant in charge of works vote towards learning.
- **Unclear reporting structure in the finance department.** Although the District has a District Accountant in the staff structure who is a qualified accountant, the roles of entering transactions and approving requisitions in the system we assigned to one of the accounts assistant who reviews the requisitions, uploads and forwards to the CFO yet the District Accountant is responsible for supervising the Accounts Assistants. The District Accountant was limited to uploading budgets, making supplementaries, reallocations and virements, running budget performance reports and checking financial statements. A case in point was the day we held the exit meeting; the CFO was not at the station and no expenditure transaction would be reviewed yet the District Accountant was present.
- **Signing of contracts without sufficient fund balances.** The monitoring team observed that the District brought forward commitments amounting to UGX 63,918,930 from financial year 2014/15 without any rolled over funds to finance those commitments. These commitments comprised of retentions for contractors amounting to UGX 10,532,150, roll over contract signed but had not commenced by the end of the financial year 2014/15 and

culvert works not paid for amounting to UGX 34,536,000. This was caused by the District signing contracts without sufficient funds to finance the projects and as a result, payments amounting to UGX 41,546,958 towards those commitments encroached on the funds meant for road maintenance for the year. It was further noted that the figure of commitments of UGX 63,918,930 is different from the figure of commitments of UGX 56,038,719 reported in the financial statements for the financial year 2014/15 thereby causing a variance of UGX 7,880,211.

- **Lack of stores records.** It was observed that although the district was issuing Goods Received Notes for various supplies and deliveries, there were no stores ledgers and stock cards that show the movement of stock items in form of issues and receipts.
- **Non-function of the District Roads Committee.** The consultant team noted that the District Roads Committee was not functioning in Q1, Q2 and Q3. This was evidenced with the Committee Secretary failing to avail Committee minutes. In the management submission, the Committee non-functionality was attributed to the political forces during the period where most of the members were busy with campaigns.

The Consultant recommends that the reporting framework in the finance department be harmonised by considering the framework on the District organogram, stores records be put in place to track the movement of stocks. Also, the newly elected political leaders should come together with the CAO to appoint the new District Roads Committee to execute their duties as soon as possible given that the annual work plan of 2016/17 is yet to be approved. Management is also advised to desist from overcommitting the Districts beyond their capacity to pay to minimise the risk of litigation in case of failure to meet payment obligations and contracts terms due to budget cuts.

5.2.3 Financial Performance at the Town Council and Lower Governments

5.2.3.1 Koboko Town Council

The TC had rolled over funds totalling UGX 360,891 from the financial year 2014/15. By the end of Q3, UGX 66,690,032 was disbursed from the District to the Town Council. Disbursements were made on 15/09/2015 and 22/12/2015 hence making delays of 77 days and 83 days from the beginning of the quarter for the two quarters respectively. Total available funds raised totalled to UGX 67,050,923 for the three quarters.

The consultant team also noted that the District had not transferred Q3 funds amounting to UGX 32,774,003 meant for maintenance of urban roads to Koboko TC. This was attributed to inadequate knowledge by the accounts department in using IFMS that had just been installed at the District.

Funds Utilisation

Review of the accounting records revealed that by the end of Q3, Koboko TC had spent UGX 7,967,850 on maintenance activities in the Town Council. Out of the total expenditure, UGX 6,855,000 (86% of the total expenditure) was spent on mechanical repairs and operational expenses took UGX 1,112,850 (14% of the total expenditure). The absorption rate of Koboko TC was 12% by the end of Q3 as shown in table 23.

Table 23: Funds released to and utilised by Koboko Town Council

Period	Q1	Q2	Q3	Total
	UGX	UGX	UGX	UGX
R/O funds	360,891	44,938,270	59,208,223	360,891
Quarterly Releases	50,197,579	16,492,453	0	66,690,032
Total available funds (Cumm)	50,558,470	61,430,723	59,208,223	67,050,923
Funds Utilised	5,620,200	2,222,500	125,150	7,967,850
Percentage utilised	11%	4%	0%	12%
Balance Unutilised by the end of Qtr (Cumm)	44,938,270	59,208,223	59,083,073	59,083,073

Management of the Town Council attributed the low absorption rates of funds to the frequent breakdown of the grader during the period.

Other issues.

- **Poor stores management.** The M&E exercise noted that there are no stores records like stores ledgers, GRNs and issue orders. The Town Clerk explained that poor stores management was solely attributed to lack of a Stores Keeper.
- **Non remittance of WHT.** The team further noted that WHT of UGX 284,100 had not been remitted to URA at the time of the M&E.
- **Inadequately supported payments.** The team noted that a payment amounting to UGX 4,450,900 on voucher number 01/09/15/16 relating to supply of spare parts for the tipper lorry was not adequately supported with pre and post assessment reports.

Management is advised to put the stores in order, remit the WHT to URA and desist from spending without accountability.

5.2.3.2 Financial performance at the Lower Local Governments.

The team noted that during the financial year 2015/16, UGX 62,039,727 was released to the Lower Local Governments and by the end of Q3; a total of UGX 31,388,713 had been spent by various Sub-counties hence putting the overall absorption rate at 50.4%. By the end of Q3, total unutilised funds at LLGs amounted to UGX 30,881,342. The details of funds utilisation at LLGs is as shown in table 24.

Table 24: Funds utilization the Lower Local Governments of Koboko DLG

Sub county	Rolled Over funds from FY 2014/15	Funds Released	Funds Available	Amount Utilised	Balance Available	% of Utilisation
	UGX	UGX	UGX	UGX	UGX	UGX
Lobule SC	48,440	14,026,749	14,075,189	5,180,512	8,894,677	36.8
Midia SC	92,799	9,229,068	9,321,867	9,005,633	316,234	96.6
Ludara SC	40,671	12,953,055	12,993,726	7,759,315	5,234,411	59.7
Abuku SC	8,480	6,498,480	6,506,960	964,362	5,542,598	14.8
Kuluba SC	35,856	12,468,666	12,504,522	4,292,891	8,211,631	34.3
Dranya SC	4,084	6,863,707	6,867,791	4,186,000	2,681,791	61.0
Total	230,330	62,039,725	62,270,055	31,388,713	30,881,342	50.4

The monitoring exercise revealed that some SCs had exceptions as explained below;

Dranya SC

Although the absorption of funds was at 61%, the planned works under RMM for Q1-3 were not executed. The Sub-county Chief explained that Routine Manual Maintenance could not be done on roads that were not opened. The Sub-county then focused on road opening since most of the roads were paths. However, the Sub County Chief acknowledged failure to inform the DRC about the diversion from the work plan.

Midia S/C

From the above table, Midia S/C had absorbed up to 96.6% of the funds received. However, the works executed (Routine Mechanised Maintenance of Ayimi-Tegero road) were not in the work plan.

Abuku S/C

The consultant noted that Abuko-Kochi bridge maintenance had not been done as planned. In the Sub-County Chief's submission, non-execution of the planned works was as a result of delays in the procurement process.

5.2.3 Status of mainstreaming of cross-cutting issues

It was noted that the District does not conduct environmental and social screening, surveying the project for potential impact on the environment and necessary mitigation measures. Interactions with the District Environment officer, DHO and CDO revealed that the departments are not involved and no environmental and social screening is conducted towards commencement of road maintenance works, no monitoring during works and no certification at the end of works. As a result, there is no guarantee that mitigation measures to environmental degradation, spreading of HIV, gender disparity during the implementation of road maintenance works are implemented.

5.1.4 Implementation challenges and key Issues at Koboko DLG

District officials explained that all work plan funds are always received by the agency although Implementation challenges still exists and these include:

- i) **Funding cuts.** Out of the three quarterly budgeted funds of UGX 589,404,660 only UGX 338,080,652 (57% of the total budget) had been released by the end of Q3 which affects the implementation of the planned road maintenance works.
- ii) **Staffing gaps in the Engineering department.** Out of the establishment of seven staff in the roads department, only one position is filled leaving a gap of six staff. The Department lacks a District Engineer, Senior Engineer Civil in charge of roads and buildings, Senior Assistant Engineering Officer, Roads Inspector and two Road Overseers. The District water Officer is acting as the District Engineer since 2008 without acting allowance. In addition, the only Roads Inspector is on study leave, leaving the department without staff to execute road works.

- iii) **Low turn-up of road gangs for routine manual maintenance.** This was attributed to low rates of pay to the road gangs amidst competition from other economic activities. From the Force-account guidelines, each road gang is supposed to be paid UGX 100,000 per month for every 2km stretch of the road maintained. Submission from the District works department reveals that road gangs failed to turn-up for recruitment citing that the rates of pay are very low. After failing to attract the gangs for recruitment, management went ahead and hand-picked a few from the casual workers of the previous contractors who were working with the District before force-account arrangements. However, most of them have left the road works citing reasons like low payment rates and payment delay from the District. It was noted that delays in their payments was caused by errors committed while entering the work plan and expenditure records onto the IFMS and as a result, some budget lines were too low and could not realise funds to pay the road gangs. In addition, low fund balances could have been caused by excess spending on mechanical repairs by UGX 13,418,830 and spending on commitments of UGX 41,546,958 that encroached on the road maintenance funds.
- iv) **Frequent breakdown of the road equipment which encroached on the funds meant for roads maintenance.** By the end of Q3, UGX 23,071,848 had been released for mechanical imprest but the District had incurred UGX 36,490,678 on equipment repairs hence encroaching on the funds meant for roads maintenance for that period by UGX 13,418,830.
- v) **Limited fleet of road equipment.** The district roads equipment fleet is lacking major equipment like the roller and the water bowser and yet they are not readily available in the region for hire which affects the level of compaction on the roads worked on.

The following key issues, associated risks and strategies for improvement in respect of road maintenance and funds utilisation were identified:

Table 25: Key Issues at Koboko DLG

Ref.	Finding	Risk/Effect	Strategies for improvement
1.	Lack of key road equipment like vibro roller and water bowser.	Poor road maintenance works	Government should develop mechanisms that increase access of key equipment to the DA.
2.	Road drainage not well cleaned for most of the roads.	Fast road deterioration	Koboko DLG should provide adequate drainage to the roads.
3.	Single, un reliable grader that keeps breaking down.	Cost overruns, delayed execution of programmed works	Koboko DLG should consider out sourcing a grader as to cut down the high cost of grader repairs and being able to execute programmed works on time.
4.	All roads found bushy due to absence of road gangs.	Road deterioration	Koboko DLG should sensitize the locals about the importance of routine manual maintenance and through sub counties recruit reliable road gang workers.
5.	The planning of routine manual maintenance did not consider it necessary to cover the entire road network every quarter.	Road deterioration	Koboko DLG should plan to do routine manual maintenance for the entire road network every quarter.
6.	Unsupported expenditure of UGX 4,450,900 in Koboko TC.	Risk that the activities in the payments were not conducted.	Town Council management should demand accountability for all payments made.
7.	Insufficient analysis of cashbooks yet all works funds of different projects are mingled on one bank account	Diversion of road funds to finance non-road maintenance activities	Train the works accountant on cashbook analysis.
8.	Unclear reporting structure in the finance department	Inaccurate accounting information produced due to failure to supervise the Sub-Accountants by the District accountant.	The District should harmonize the reporting structure.
9	Signing of contracts without sufficient fund balances.	Risk of litigation from contractors in case of failure to comply with the contract terms	Sign contracts after receiving funds.
10	Lack of stores records. There were no stores ledgers and stock cards that show the movement of stock items in form of issues and receipts.	Stock losses due to poor stores controls	Regularize stores management and put records in place
11	Non-function of the District Roads Committee	Delays in approving work plans and insufficient monitoring	DRC should be constituted as soon as possible since elections have been completed and political leaders sworn-in.
12	Funding cuts. Out of the budgeted funds for Q1-3 of UGX 646,214,120 only UGX 338,080,652 (52% of the total budget)	Failure to execute the planned activities	URF should release funds according to IPFs
13	Inadequate staffing in the Engineering department. Out of the establishment of seven staff in the roads department, only one position is filled leaving a gap of six staff	Partial execution of planned activities due to limited manpower	The District should liaise with MoWT and Ministry of Public Service to fill the gaps
14	Frequent breakdown of the road equipment	Frequent mechanical repairs encroach on road maintenance funds	URF should consider releasing all the budgeted funds for mechanical imprest
15	Failure to address the cross-cutting issues of environment, HIV and gender.	Environmental degradation, HIV spreading and gender disparity	The District should involve the Environment Officer, DHO and DCDO to conduct environment and social screening of roads projects

Performance Rating of Road Maintenance Programme in Koboko DLG

The performance rating of Koboko DLG against Key Performance Indicators (KPIs) is as summarized in Table 26 below:

Table 26: Performance Rating of Koboko DLG Q1-3 FY 2015/16

Physical Performance								
Type of Intervention	Annual Planned Quantity FY 2015/16 (km)	Cum. Planned Quantity Q3 FY 2015/16 (km)	Cum. Achieved Quantity Q3 FY 2015/16 (km)	Score (%)	Bud- get FY 2015/16 (UGX Million)	weight based on budget	Weighted Score (%)	Remark
RMM	218.80	152.63	45.79	30.0%	80.46	44.6%	13.4%	
RMeM	99.10	94.10	35.70	37.9%	60.00	33.2%	12.6%	
PM	13.00	13.00	-	0.0%	40.00	22.2%	0.0%	
Total			81.49		180.46	100.0%	26.0%	Physical per- formance score
Financial Performance								
IPF FY 2015/16 (UGX Million)		Cum. Receipts Q3 FY 2015/16 (UGX Million)		Cum. Expenditure Q3 FY 2015/16 (UGX Million)		Financial Perfor- mance Score	Remark	
390.81		176.58		123.56		70.0%		
Performance Rating of Koboko DLG						Average Score (%)	Dashboard Color	
						48.0%	Fair	
Performance Rating Legend								
Performance Rating Range		Dashboard color				Performance Category		
0-33%						Poor		
34-67%						Fair		
68-100%						Good		

5.3 Maracha District Local Government

Maracha District is located in the West Nile sub-region in the North-Western region of Uganda, 560 km north of Kampala on the Arua –Koboko highway and shares borders with Yumbe in the North east, Koboko to the North, democratic republic of Congo to the west and Arua to the south and east.

The district which sits on a total area of 441 sq km is home to 186,176 (2014 census) people who are spread within the one county of Maracha, seven sub-counties namely Nyadri, Yivu, Tara, Oluffe, Kijomoro, Oleba, Oluvu and Maracha Town Council.

5.3.1 Physical Performance

Maracha District Local Government as a Designated Agency is in charge of a district road network of 226.8Km, with 28.13Km of urban roads and 146.4Km of Community Access Roads. Much of the road network traverses a hilly terrain and with many river crossings.

The approach to road maintenance was both mechanized and routine manual maintenance; with force account making up the routine mechanized maintenance and periodic maintenance being contracted out, and routine manual maintenance being executed by road gangs.

At the time of monitoring, the work plan for FY 2015/16 had progressed as follows:

1. 75% of planned Routine manual maintenance by Q3 had been undertaken by the agency; and
2. 51.8% of planned Routine mechanised maintenance by Q3 had been executed.

In order to assess the extent of performance of planned road maintenance activities for FY 2015/16 by Maracha DLG, the monitoring team sampled and visited the following five (5) district roads;

- Aliro – Aluma road, 4.5 Km,
- Yivu – Goi Goi road, 6.7 Km,
- Gbulua - Anyambia road, 12.6 Km,
- Etoko – DRC Border road, 5.2 Km and
- Oniba - Lurua, 5.4 Km

Periodic maintenance was undertaken on the Aliro – Aluma road, 4.5 Km by contract. The scope of works was bush clearing, heavy grading, spot graveling and drainage works. However, at the time of inspection, the contractor was not on site, only bush clearing had been done. It was noted that contract time was running out and 54% payment to the contractor had been made.

Routine manual maintenance was found being done on the Yivu – Goi Goi road, 6.7 Km by road gangs with mostly grass cutting being done. Drainage cleaning mostly opening offshoots and culverts should also be carried out.

Routine mechanized maintenance was carried out on the Gbulua - Anyambia road, 12.6 Km by grading and installation of culverts. The grading works were found appreciable, road with good camber though no compaction. A concrete encased 3 lines 900 mm diameter culverts was installed at the river crossing. Improvement of approaches, river training and excavation of offshoots should be carried out.

Routine mechanized maintenance was carried out on the Etoko – DRC Border road, 5.2 Km by grading and installation of culverts. The grading works were found fair and road requiring more offshoots to be opened. Some of the built culvert end structures were found collapsing owing to inadequate cement used.

Routine mechanized maintenance was carried out on the Oniba - Lurua, 5.4 Km by grading, and road found with good camber. The existing ford crossing needs improvement by carrying out river training, provision of safety barriers and adequately working on the approaches.

Community Access Roads

Community Access Roads are managed by the Sub Counties. Four sub counties were visited.

Tara Sub County

The sub county worked on the Odrua – Midiowa – Abara CAR, 5 Km using road gangs that did only grass cutting. The sub county together with the District should consider working on the existing bottleneck to make the road continuous, mainly for motorized traffic.

Yivu Sub County

The sub county worked on the Ofure – Ombia (cashew nut) CAR, 4.1 Km. The works carried out by road gangs included grass cutting and pothole filling. The road surface is appreciably good.

Oleba Sub County

Oleba sub county worked on Onyi – Kilembe CAR, 5.3 Km. Grass cutting, pothole filling and drainage cleaning was done by road gangs.

Oluffe Sub County

The sub county worked on Oluffe Sub County – Kariba CAR, 3.3 Km doing mainly grass cutting by road gangs. The road surface is good. However the District together with the Sub County should explore possibilities of working on the existing bottleneck to make the road continuous.

Maracha Town Council Roads

At the time of inspection, Maracha Town council had graded the following roads;

- vi. Arimbe, 1.3 Km,
- vii. Agadibo Francis road, 0.15 Km, and
- viii. Olifea road, 1.2 Km.

The quality of grading needs improvement given that the camber shape had not been achieved, no compaction had been done making susceptible to early failure. The drainage system needs to be provided by excavation of offshoots.

Routine manual maintenance works were evident on the following roads;

- i. Aluma road, 2 Km – grubbing and opening side drain,
- ii. Kamule road, 2.1 Km – opening of offshoots

The condition of the roads visited by the Consultant under Maracha DLG is depicted in **Figure 5.3** below. The state of individual roads is detailed in **Appendix 4**.

The general condition of the roads visited is shown below:

Figure 5.3 Photographs in Maracha DLG



Maracha DLG: Yivu – Goi Goi road, 6.7 Km; Grass cutting by road gangs.



Maracha DLG: Yivu – Goi Goi road, 6.7 Km; Drainage maintenance required especially cleaning of blocked culverts.



Maracha DLG: Odrua – Midiowa – Abara CAR, 5 Km; Grass cut, pothole filled by road gangs.



Maracha DLG: Gbulua - Anyambia road, 12.6 Km; Building of culvert end structures.



Maracha DLG: Gbulua - Anyambia road, 12.6 Km; Desilting of road side drain.



Maracha DLG: Gbulua - Anyambia road, 12.6 Km; Ongoing construction of river crossing.



Maracha DLG: Etoko – DRC Border road, 5.2 Km; Failing culvert end structures that should urgently be repaired.



Maracha DLG: Etoko – DRC Border road, 5.2 Km; Graded road but requiring opening of offshoots as to avoid surface runoff and silting of side drains.



Maracha DLG: Oniba - Lurua, 5.4 Km; Road graded though not compacted, requiring opening of offshoots.



Maracha DLG: Oniba - Lurua, 5.4 Km; The ford should be repaired by carrying out river training, placement of safety pillars/barriers and repairs of approaches.



Maracha DLG: Oluffe Sub County – Kariba CAR, 3.3 Km; Bottleneck needs bridging for the road to be continuous.



Maracha Town Council: Oluma road, 2Km; Grubbing and drainage opening by road gang.



Maracha Town Council: Kamule road, 2.1 Km; Well opened offshoots.



Maracha DLG: Arimbe, 1.3 Km; Road graded but not well shaped to camber and no compaction.

5.3.2 Financial Performance

Maracha District had an annual work plan budget of UGX 703,414,000 for implementing maintenance of District roads, urban roads and Community Access Roads. Of the total annual work plan budget, UGX 569,619,000 was for Q1-3. The Consultant noted that there were no rolled over funds from FY 2014/15.

The consultant team noted that by the end of Q3, the District had received a total of UGX 317,395,203 representing 45% of the total annual budget of UGX 703,414,000 and 56% of the three quarterly budget of UGX 569,619,000 for road maintenance works in the District, Town Council and Sub-counties. All funds received were credited on the District General fund Account on 06/08/2015, 30/10/2015 and 18/01/2016 for Q1, Q2 and Q3 respectively. Transfers to the Works bank account were on 13/08/2015, 06/11/2015 and 04/02/2016 for Q1, Q2 and Q3 respectively. This brought about slight delays of 7 days, 7 days and 16 days respectively. Similarly, transfers from URF delayed by 36 days, 29 days and 34 days for Q1, Q2 and Q3 respectively.

By the end of Q3, UGX 47,500,799 (15% of the total release) had been transferred to Maracha Town Council for maintenance of town roads and UGX 61,256,000 (19% of the total release) to the various Sub-counties for maintenance of Community Access Roads leaving a balance of UGX 208,638,404 available for the District roads maintenance and mechanical repairs.

Utilisation of funds disbursed.

Although the District remained with a balance of UGX 208,638,404 for road maintenance and mechanical imprest expenses, review of financial records revealed that the District had spent UGX 237,608,100 by the end of Q3 on road maintenance expenses, mechanical repairs and other operational expenses at the District, with an excess spending of UGX 28,969,697 (14% of the total available funds) over and above what was available.

The consultant team observed that out of UGX 237,608,100 spent, UGX 76,042,000 (32% of the total expenditure) was spent on Routine Manual Maintenance, UGX 57,295,200 (24% of the total expenditure) was spent on Routine Mechanised Maintenance, UGX 32,776,000 (14% of the total expenditure) was spent on equipment repairs and UGX 71,494,900 (30% of the total expenditure) was spent on operational expenses. The team also noted that expenditure on mechanical repairs was more than disbursed for the three quarters by UGX 6,275,250. Management attributed the over expenditure to frequent breakdown of road equipment. It was further noted that out of the UGX 71,494,900 spent of operational expenses, UGX 27,442,000 (38% of the total operational expenses) was spent on monitoring activities. A summary is given in **Table 27** below;

Table 27: Summary of Funds Utilisation for Maracha DLG

Period	Q1	Q2	Q3	Total
	UGX	UGX	UGX	UGX
Balance b/f (From Prev.Qtr)	0	52,360,858	(15,505,133)	0
Quarterly Releases	132,386,972	104,750,868	80,257,362	317,395,202
Transfer to Maracha Town Council	24,375,714	8,008,659	15,116,426	47,500,799
Transfer to Sub-counties	0	61,256,000	0	61,256,000
Total available funds (Cumm)	108,011,258	87,847,067	49,635,803	208,638,403
Funds Utilised	55,650,400	103,352,200	78,605,500	237,608,100
Percentage utilised	52%	118%	158%	114%
Balance Unutilised by the end (Cumm)	52,360,858	(15,505,133)	(28,969,697)	(28,969,697)

Management acknowledged the excess spending and explained that they encroached on PRDP funds since all works funds (both roads and water funds) are mingled on one works account expecting that all the funds budgeted for will be disbursed which was not the case. It was noted that most of the excess spending was on operational expenses and mechanical repairs. Management is advised to make use of the vote books to minimise spending more than the available funds. Management should also desist from internal borrowings without approval.

Others gaps:

- **Non-function of the District Roads Committee.** The monitoring team noted that the District Roads Committee had not convened any meeting during Q1, Q2 and Q3. This was evidenced with the Committee Secretary failing to avail Committee minutes. In the management submission, the chairperson to the Committee was never present and available on ground and could not be in position to convene the committee meetings.
- **Lack of stores records.** It was observed that although the district was issuing Goods Received Notes and writing issue vouchers for various receipts and issues in the stores, there were no stores ledgers and stock cards that show the movement of stock items in form of issues, receipts and stock balances at any one point in time.

Except the above issues of excess spending, poor stores record keeping and non-functioning of the Districts Roads Committee, the accounting records were properly maintained and payments well supported.

Management is advised to follow-up the stores management and put the records in order and also to constitute the District Roads Committee to ease the execution of the committee functions in the coming quarters. However, the LC V chairperson may be considered for appointment as chairperson to the committee since he/she is always operating within the District which is not the case for area MPs who in addition stand chance of being appointed as Ministers.

5.3.3 Utilization of fuel

Utilisation of fuel for works under routine mechanized maintenance was on average **200.6 l/km** as shown in Table 3.88 below.

Table 28: Fuel Consumption by Type of operation in Maracha DLG, Q1-3 FY 2015/16

Operation: Routine Mechanized Maintenance (grading and spot gravelling)				
S/N	Road Name	Length of Road (km)	Fuel used (litres)	Fuel Consumption (l/km)
		a	B	C = b/a
1	Etoko-DRC road	5.2	1,220	234.6
2	Okokoro-Oribani hill road	3.6	750	208.3
3	Lurua -Oniba road	5.2	1,200	230.8
4	Agii-Okabi road	11	1,845	167.7
	Total	25	5,015	Average = 200.6 l/km

5.3.4 Utilization of Mechanical Imprest

Absorption of mechanical impost at Maracha District was in excess of what was disbursed by 24% as shown in Table 3.89.

Table 29: Absorption of Mechanical Imprest in Maracha DLG, Q1-3 FY 2015/16

S/N	Annual Budget for Mechanical Imprest FY 2015/16 (UGX)	Mechanical Imprest Receipts Q1-3 FY 2015/16 (UGX)	Mechanical Imprest Expenditure Q1-3 FY 2015/16 (UGX)	% of Receipts Spent
		A	B	C = (b/a) x 100
1	105,880,000	26,500,750	32,776,000	124%

Expenditure of mechanical impost on some of the equipment was as shown in Table 30 below.

Table 30: Mechanical Repairs in Maracha DLG, Q1-3 FY 2015/16

Equipment 1: LG 0005-072 JMC Pick-up			Equipment 2: LG 0003-072 Grader			Equipment 3: LG 0004-072 Tipper truck		
Date	Description of Breakdown	Cost (UGX)	Date	Description of Breakdown	Cost (UGX)	Date	Description of Breakdown	Cost (UGX)
01/09/2015	Servicing of LG 0005-072	2,990,000	05/12/2015	Labour for servicing grader	750,000	02/10/2015	Servicing of LG 0004-072	840,000
11/11/2015	Mechanical repairs of LG 0005-072	3,920,000	11/11/2015	Mechanical repairs of LG 0003-072	3,920,000	11/11/2015	Mechanical repairs of LG 0004-072	3,920,000
18/11/2015	Servicing of LG 0005-072	440,000	11/11/2015	Repair of LG 0003-072	1,118,000	11/11/2015	Repair of LG 0004-072	2,655,000
13/01/2016	Servicing of LG 0005-072	608,910	11/12/2015	Spare parts	1,755,000	02/10/2015	Servicing of LG 0004-072	789,600
24/02/2016	Service of LG 0005-072	425,000	15/03/2016	Servicing of equipment	3,653,000		Total	8,204,600
04/03/2016	Spare parts for LG 0005-072	140,000		Total	11,196,000			
07/03/2016	Supply of battery for LG 0005-072	310,000						
	Total	8,833,910						

5.3.5 Maracha Town Council

Maracha TC received a total of UGX 47,500,799 for Q1-3 FY 2015/16. This was 45.98% of their approved annual work plan budget of UGX 103,313,000. Rolled over funds from financial year 2014/15 amounted to UGX 597,401. This brought the total funds available to UGX 48,098,200 for the period.

The funds were disbursed from works account to Town Council on 1-Sep-15, 19-Nov-15 and 16-Mar-16 for the three quarters respectively. This brought about delays of 63days, 50 days and 75 days for Q1, Q2 and Q3 respectively.

Funds Utilisation

The consultant noted that out of the total funds available of UGX 48,098,200, the Town Council had absorbed only UGX 33,164,850 (69% absorption rate) on road maintenance, mechanical repairs and operational expenses during Q1-3 leaving a balance of UGX 14,933,350 unspent by the end of Q3.

Out of the total expenditure, UGX 14,921,000 (45% of the total expenditure) was spent on Routine Manual Maintenance of urban roads, UGX 7,540,000 (23% of the total expenditure) was spent of Routine Mechanised Maintenance, UGX 8,051,600 (24% of the total expenditure) was on mechanical repairs and UGX 2,652,250 (8% of the total expenditure) spent on operational expenses. A summary of funds utilization by Maracha TC has been shown in Table 31

Table 31: Funds utilization by Maracha TC, Q1-3 FY 2015/16

Period	Q1	Q2	Q3	Total
	UGX	UGX	UGX	UGX
R/O funds	597,401	16,277,865	11,741,524	597,401
Quarterly Releases	24,375,714	8,008,659	15,116,426	47,500,799
Total available funds (Cumm)	24,973,115	24,286,524	26,857,950	48,098,200
Funds Utilised	8,695,250	12,545,000	11,924,600	33,164,850
Percentage utilised	35%	52%	44%	69%
Balance Unutilised by the end of Qtr (Cumm)	16,277,865	11,741,524	14,933,350	14,933,350

Other issues

- **Internal borrowing of funds.** At the time of the field monitoring (16th/06/2016), the consultant noted that UGX 500,000 was borrowed on 4th/11/2015 to fund activities that were not related to road maintenance and these funds had not yet been refunded.
- **Inadequately supported payments.** Expenditures amounting to UGX 6,697,600 incurred by the TC were inadequately supported with fuel orders. The Town Engineer explained that it was an oversight.

5.1.3.2 Financial Performance at Maracha LLGs

During the exercise, the team sampled six SCs and summarised the funds utilization in table 32 below;

Table 32: Funds utilization by Maracha LLGs

Sub-county	Rolled Over funds from FY 2014/15	Funds Released	Funds Available	Amount Utilised	Balance Available	% of Utilisation
	UGX	UGX	UGX	UGX	UGX	UGX
Taara Sub County	189,687	11,875,667	12,065,354	7,981,000	4,084,354	66.15
Olufee Sub county	499,393	6,038,000	6,537,393	4,251,100	2,286,293	65.03
Olebba Sub County	2,615,058	10,868,000	13,483,058	12,366,768	1,116,290	91.72
Oluvu Sub county	93,529	9,258,000	9,351,529	8,759,727	591,802	93.67
Nyadri Sub county	1,701,279	793,650	9,637,779	154,779	9,483,000	1.61
Kijomolo Sub County	2,965,800	7,245,000	10,210,800	3,802,550	6,408,250	37.24
Total	1,180,737	63,591,441	64,772,178	15,728,624	49,043,554	24.28

From the above analysis, it was noted that the average absorption rate of 24.3% during Q1-3. The review exercise revealed that most of the sub-counties were trying to absorb the disbursed funds except Nyadri s/c and Kijomolo Sub County that had only spent 1.6% and 37.24% respectively by the end of Q3 as seen above. The monitoring team observed that the low level of funds absorption of Nyadri S/C is due to diversion of funds; where UGX 7,978,500 was garnished by the court due to a land case where the Sub-county was required to pay UGX 84 million. For Kijomolo S/C whose absorption rate was 37.2%, the Sub-county Chief attributed the delays in execution of planned works to delays in the recruitment of the road gangs.

Other issues

Table 33: Other issues noted in Maracha LLGs

Sub-county	Issues
Oluffe Sub-county	<ul style="list-style-type: none"> • Cash book not updated. • Failure to prepare of bank reconciliation statements for the month of January 2016, February 2016, March 2016, November 2015 and December 2015. • Unapproved payment vouchers amounting to UGX 2,005,000 • Missing payment vouchers amounting to UGX 543,400 • Inadequately supported payments. Expenditures amounting to UGX 447,300 incurred by the TC were inadequately supported with documents e.g. activity reports and fuel issue vouchers. Details are shown in Appendix 5.
Oluvu Sub-county	<ul style="list-style-type: none"> • Inadequately supported payments; expenditures amounting to UGX 1,006,750 incurred by the TC were inadequately supported with documents e.g. activity reports and post assessment report. Details are shown in Appendix 6.
Olebba Sub-County	<ul style="list-style-type: none"> • Inadequately supported payments; expenditures amounting to UGX 750,000 incurred by the TC were inadequately supported with documents e.g. activity reports. Details are shown in Appendix 7.

5.3.3 Status of mainstreaming of cross-cutting issues

The monitoring team noted that the Environment and Health departments at Maracha DLG are involved in road maintenance works. This is done prior to commencement of road works by sensitizing road gangs and communities about HIV/AIDs, distributing of condoms, filling the environment and social screening form to alert the district road workers and the communities about the risks of road works on the environment and the mitigation measures. Sample environmental screening reports were availed to the Consultant. For contracted projects, the mitigation measures form an integral part in the Bills of Quantities (BoQs), e.g. ensuring burrow pits are covered and planting trees. These are verified before a final certificate is accepted and a sample of the certificate issued by environment for one of the projects executed was availed to the team. For force-account project, the costs of conducting the exercises are included in the annual budget under other qualifying works.

It was also noted that the District undertakes tree planting along the roads being maintained. However, they face a challenge of the communities along the maintained roads uprooting the trees that are being planted to restore the environment claiming that the District road workers want to take their land. The team recommends that since road gang members and gang leaders are recruited and deployed alongside the roads near their homes, they should be used to sensitise the communities alongside their respective roads about the need and purpose of restoring the environment.

During the course of road works, monitoring is done by the Environment Officers to ensure that the recommended mitigation measures are being implemented and at the end of the road works, a certificate of compliance is issued for payments to be effected. However, this was not the same for gender issues. It was noted that the gender issues are not considered during the road maintenance works.

5.3.4 Implementation challenges and key Issues at Maracha DLG

Implementation challenges in the DA included:

- i) **Funding cuts.** Out of the three quarterly budgeted funds of UGX 569,619,000 only UGX 317,395,203 (56% of the total budget) had been released by the end of Q3 which affects the implementation of the planned road maintenance works.
- ii) Challenges of the communities alongside the maintained roads uprooting the trees that are being planted to restore the environment.
- iii) Delays to send the breakdown of disbursements to the District brings in the slight delays in transferring the funds to the designated sub-agencies like the Town Council and the Sub-counties.
- iv) Limited fleet of equipment yet the District cannot easily access the open market for hiring. The District lacks major road equipment like the Roller, Excavator and a Water Bowser.
- v) A terrain characterized by many river crossings that require bridging.

The following key issues, associated risks and strategies for improvement in respect of road maintenance and funds utilisation were identified:

Table 34: Key Issues at Maracha DLG

Ref.	Finding	Risk/Effect	Strategies for improvement
1.	Lack of key road equipment like vibro roller and water bowser.	Poor road maintenance works	Government should develop mechanisms that increase access of key equipment to the DA
2.	Road drainage not well cleaned for most of the roads.	Fast road deterioration	Maracha DLG and Maracha TC should provide adequate drainage to the roads.
3.	Many river crossings causing many bottlenecks especially for CAR.	None continuity of roads.	Maracha DLG should seek assistance from MoWT bridge department for the study, design and construction of low cost bridge crossings.
4.	Poor contract management like in the case of Aluma – Aliro periodic maintenance works.	Poor performance	Maracha DLG should embark on learning best practices in contract management.
5.	Excess spending that encroached on PRDP roads funds since all funds are mingled on one bank account.	Failure to execute PRDP projects if all funds are not disbursed	The district should make use of vote books to avoid overspending.
6.	Non-function of the District Roads Committee	Delays in approving work plans.	The District should constitute the DRC since political leaders have been elected and sworn-in.
7.	Unsupported expenditure of UGX 6,697,600 in Maracha TC.	Risk that the activities in the payments were not conducted.	Town Council management should desist from spending funds without accountability
8.	Unsupported expenditure of UGX 2,204,050 in LLGs of Oluffe, Oluvu and Olebba.	Risk that the activities in the payments were not conducted.	Sub-counties' management should desist from spending funds without accountability
9.	Lack of stores records. Stores ledger not maintained.	Loss of district stocks due to lack of track of movement in receipts and issues	Stores record should be put in place.

Ref.	Finding	Risk/Effect	Strategies for improvement
10.	Funding cuts. The District received UGX 317,395,203 out of the budgeted funds of UGX 703,414,000 (45% of the total budget).	Failure to execute planned works	URF should ensure IPFs on which work plans are based should be more realistic to avoid mid-course cuts
11	Communities alongside the main-tained roads uproot the trees that are being planted to restore the environment.	Objectives to restore environment after road works not achieved	Use road gangs to sensitize the communities near the roads worked on
12	Gender issues not considered during road works	Gender disparity and imbalance	Involve DCDO to conduct gender screening

Performance Rating of Road Maintenance Programme in Maracha DLG

The performance rating of Maracha DLG against Key Performance Indicators (KPIs) is as summarized in Table 35 below:

Table 35: Performance Rating of Maracha DLG Q1-3 FY 2015/16

Physical Performance								
Type of In- tervention	Annual Planned Quantity FY 2015/16 (km)	Cum. Planned Quantity Q3 FY 2015/16 (km)	Cum. Achieved Quantity Q3 FY 2015/16 (km)	Score (%)	Bud- get FY 2015/16 (UGX Million)	weight based on bud- get	Weighted Score (%)	Remark
RMM	226.80	226.80	226.80	100.0%	117.60	47.2%	47.2%	
RMeM	42.70	37.20	33.30	89.5%	102.80	41.3%	37.0%	
PM	4.50	4.50	-	0.0%	28.50	11.5%	0.0%	
Total			260.10		248.90	100.0%	84.2%	Physical per- formance score
Financial Performance								
IPF FY 2015/16 (UGX Million)		Cum. Receipts Q3 FY 2015/16 (UGX Million)		Cum. Expenditure Q3 FY 2015/16 (UGX Million)			Financial Performance Score	Remark
538.85		208.64		237.61			113.9%	
Performance Rating of Maracha DLG							Average Score (%)	Dashboard Color
							99.1%	Good

Performance Rating Legend

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

5.4 Arua Municipal Council

Arua Municipal Council is a principal town of Arua District and the only major town in the West Nile region. Arua Municipality is to turn into city status in the 2017/18 financial year.

5.4.1 Physical Performance

Arua Municipal Council as a Designated Agency is in charge of a road network of 107.2 Km, with 18.1Km paved 89.1Km unpaved.

The approach to road maintenance was both mechanized and labour based; with force account making up the mechanized maintenance and routine manual maintenance being executed by road gangs.

At the time of monitoring, the work plan for FY 2015/16 had progressed as follows:

- 60% of planned Routine manual maintenance by Q3 had been undertaken by the agency;
- 100% of planned Routine mechanised maintenance by Q3 had been executed; and
- 64.6% of planned Periodic maintenance by Q3 had been executed.

In order to assess the extent of performance of planned road maintenance activities for FY 2015/16 by Arua MC, the monitoring team sampled and visited the following ten (10) district roads;

- Marijan road, 1.5Km,
- Josephine Kagwa road, 0.2Km,
- Dr. Eric Adriko road, 0.5Km,
- Adrua road, 1.5Km,
- Terego zone zone road, 0.7Km,
- Terego lane, 0.15Km,
- Asur road, 1.5Km,
- Afra road, 1Km,
- Lumumba road, 0.6Km, and
- Awindri Crescent, 1Km.

Marijan road, 1.5Km was graded and side drains desilted under routine mechanized maintenance in Q1. The road surface is good, but road requiring intensifying routine manual maintenance to clear grass and cleaning side drains. Given the huge volume of water from town that goes through this road, the side drains need lining.

Josephine Kagwa road, 0.2Km was graded in Q1 under routine mechanized maintenance. Surface is good only requiring intensification of routine manual maintenance. The side drain needed lining.

Dr. Eric Adriko road, 0.5Km was undergoing periodic maintenance with works having commenced in Q3. At the time of inspection, the grading, culvert installation and spot stone pitching of side drains had been completed. It was noted that the grading windrow should be spread to ease flow away of storm water.

The Adrua road, 1.5Km routine mechanized maintenance works rolled over from the 2014/15 FY mainly because of a major culvert crossing that was being constructed. At the time of inspection, 3 line 900 mm diameter culvert works had been completed with end structures constructed and approach side

drains lined. However the river channel need cleaning and communities should be sensitized against dumping garbage in the channel. The back filling works were ongoing.

The Terego zone road, 0.7Km was under periodic maintenance. Grading, culvert installation and stone pitching of drains completed. Gravelling were yet to be carried out. It was also observed that locals were filling side drains to access their homes; which should be addressed. Routine manual maintenance needed intensifying.

Terego zone lane, 0.15Km was graded in Q1 under routine mechanized maintenance. Road condition was good and routine manual maintenance needed mainly to clean drains and managing the growing bush.

The Asur road, 1.5Km was under periodic maintenance with grading, installation of culverts and lining of side drains completed. The gravelling activity was yet to be carried out.

Afra road, 1Km was surface dressed using 20/14 mm aggregates as first seal and 10/14 aggregates as second seal. The observed matrix was good. The big size side drains were stone pitched. Kerb line were in the process of being erected, and pedestrian walk way was to be covered with concrete slabs. The loose stones needed sweeping off the road and warning signs installed for traffic management.

Lumumba road, 0.6Km was under periodic maintenance with grading, culvert installation and side drains stone pitching completed. The gravelling operation was found in process, with gravel stacks dumped along the entire road awaiting spreading, shaping and compacting.

Periodic maintenance of Awindri Cresent, 1Km had been completed at the time of inspection. Culverts had been installed in the initial stages of the works. Stone pitching was found necessary for the first 200 m as to ably manage the side drain that easily gets silted and water going over the road thereby damaging it.

The condition of the roads visited by the Consultant under Arua MC is depicted in **Figure 5.4** below. The state of individual roads is detailed in **Appendix 4**.

The general condition of the roads visited is shown below:

Figure 5.4 Photographs in Arua MC



Arua MC: Marijan road, 1.5Km; Road well graded and drains desilted.



Arua MC: Marijan road, 1.5Km and Josephine Kagwa road, 0.2Km; Drains need lining because of huge volume of storm water from town.



Arua MC: Dr. Eric Adriko road, 0.5Km; Road graded and drains lined awaiting gravelling



Arua MC: Asur road, 1.5Km; Improvised accesses to homes



Arua MC: Lumumba road, 0.6Km; Gravelling works.



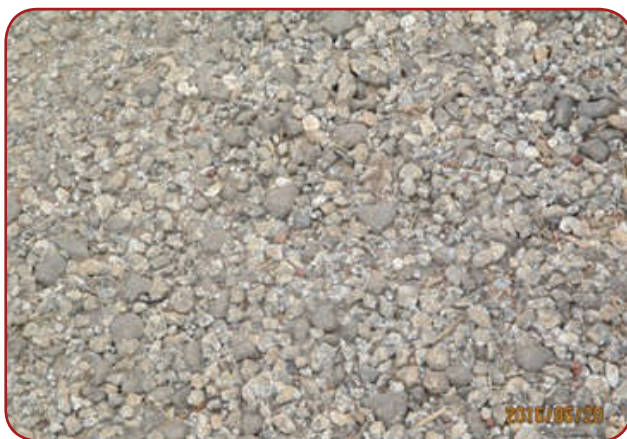
Arua MC: Terego zone zone road, 0.7Km; Road reserve grossly encroached upon.



Arua MC: Adrua road, 1.5Km; Back filling works at the installed culvert crossing



Arua MC: Adrua road, 1.5Km; Garbage management required as to keep drains functioning well.



Arua MC: Afra road, 1Km; Surface dressing matrix of 10/14 on 14/20 aggregates.



Arua MC: Afra road, 1Km; Demolished structures when widening road reserve.



Arua MC: Awindri Crescent, 1Km; Road received periodic maintenance but getting bushy due to absence of routine manual maintenance



Arua MC: Awindri Crescent, 1Km; Silted drain causing wash away of gravel.

5.4.2 Financial Performance

Arua MC had an annual workplan budget of UGX 1,123,761,000 for implementing maintenance of Municipal Roads. The Consultant noted that there were no rolled over funds from FY 2014/15.

The consultant team noted that by the end of Q3, the Municipal Council had received a total of UGX 532,449,663 representing 47% of the total annual budget of UGX 1,123,761,000 for road maintenance and 57% of the three quarterly budget of UGX 931,544,000. All funds received were credited on the District General Account on 13/08/2015, 02/11/2015 and 09/03/2016 for Q1, Q2 and Q3 respectively. Transfers to the Works bank account were on 16/10/2015, 17/11/2015 and 10/03/2016 for Q1, Q2 and Q3 respectively. This brought about delays of 63 days, 15 days and 1 day respectively. Similarly, transfers from URF to Arua MC delayed by 43 days, 32 days and 68 days for Q1, Q2 and Q3 respectively.

Utilisation of funds disbursed.

By the end of Q3, Arua MC had utilised 87% of the fund released from URF. Out of the released funds of UGX 532,449,663, UGX 461,999,103 had been utilised on maintenance of Municipal roads, mechanical repairs of road equipment and administrative expenses thereby leaving a balance of UGX 70,450,560 which was spent in Q4 together with fourth quarterly releases. Of the total expenditure, UGX 322,436,000 (70% of the total expenditure) was spent on periodic maintenance, UGX 26,792,992 (6%

of the total expenditure) was spent on Routine Mechanised maintenance, UGX 19,718,900 (4% of the total expenditure) was on Routine Manual Maintenance, UGX 56,309,211 (12% of the total expenditure) was utilised for road safety and road lighting, UGX 25,918,000 (6% of the total expenditure) was spent on mechanical repairs of road equipment while UGX 10,824,000 (2% of the total expenditure) was spent on operational expenses.

The consultant team observed that out of the remaining balance of UGX 70,450,560, Arua MC had deposited UGX 70,044,520 to various suppliers as advances for road construction materials like cement and fuel but they had not been delivered and utilised. It was also noted that the Municipal council did not have the breakdown of the funds released to them into roads maintenance and mechanical imprest funds. This made it difficult to ascertain the extent of utilisation of mechanical imprest during the period. A summary is given in **Table 36** below;

Table 36: Summary of Funds Utilisation for Arua MC

Period	Q1	Q2	Q3	Total
	UGX	UGX	UGX	UGX
Balance b/f (From Prev.Qtr)	0	201,714,187	231,957,214	0
Quarterly Releases	270,210,698	88,779,017	173,459,948	532,449,663
Total available funds (Cumm)	270,210,698	290,493,204	405,417,162	532,449,663
Funds Utilised	68,496,511	58,535,990	334,966,602	461,999,103
Percentage utilised	25%	20%	83%	87%
Balance unutilised by the end (Cumm)	201,714,187	231,957,214	70,450,560	70,450,560

Other gaps:

- **Poor management of stores records.** It was observed that although the municipal council was issuing Goods Received Notes before receiving supplies from suppliers. In addition, the stores ledger was not updated making it difficult to ascertain exactly how much stock balances were at hand in stores at that point. Further, the consultant noted the purported available 471 bags of cement were still at the suppliers ware house. The stores keeper explained that because of the limited space they agreed to store them at the suppliers ware house.
- **Unsupported fuel payments.** The team noted that all the fuel paid for during the period lacked support documents in form fuel consumption statements. This made it difficult to assess the consumption rate of various equipment on road works. This was attributed to management laxity in obtaining these statements from the fuel suppliers.

Other than the above issues of, the accounting records were properly maintained and payments well supported.

Management is advised to follow-up the stores management and put the records in order and also to issue GRNs only when supplies are delivered. Management is also advised to always obtain fuel consumption statements to support accountability of fuel consumed.

5.4.3 Status of mainstreaming of cross-cutting issues

The M&E exercise revealed that there is no HIV/AIDs counselling during road works. From the submissions of the Health Officer, the department is not involved when road works are being executed and this can be evidenced in the budget. There is no budget line for conducting HIV/AIDs sensitization.

The consultant also interacted with the Environment Officer and noted that environmental issues are incorporated in the road works for instance, the consultant was availed a copy of the Environment management plan and the impact report.

On gender issues, the Gender focal person submitted that when road gangs are being recruited, women are also encouraged to join although the turn-up is still low.

5.4.4 Implementation challenges and key Issues at Arua MC

Implementation challenges in the DA included:

- i) Funding cuts: Out of the three quarterly budget of UGX 931,544,000, only UGX 532,449,663 (57%) had been released by the end of Q3 which affects the implementation of the planned road maintenance works.
- ii) Delays in disbursing funds. All funds received were credited on the General Account on 13/08/2015, 02/11/2015 and 09/03/2016 for Q1, Q2 and Q3 respectively. This created delays of 43 days, 32 days and 68 days for Q1, Q2 and Q3 respectively. In addition, the funds breakdown of how much to be used for roads maintenance and mechanical imprest was not sent.
- iii) Limited fleet of equipment yet the Municipal council cannot easily access the open market for hiring. Arua MC lacks major road equipment like the Water Bowser, trucks and Vibro Roller.
- iv) Inadequate skills of road gangs in road maintenance. Road gangs need skilling for urban roads.
- v) Encroachment of the road reserve (MoWT and MoLHUD contradiction in the definition of road reserve).
- vi) Management of garbage in relation to drainage.

The following key issues, associated risks and strategies for improvement in respect of road maintenance and funds utilisation were identified:

Table 37: Key Issues at Arua MC

Ref.	Finding	Risk/Effect	Strategies for improvement
1	Low performance of road gangs in handling routine manual maintenance	Road deterioration	Arua MC should ensure that the road gangs are deployed on the roads for the entire financial year.
2	Garbage placed in channels and side drains	Flooding	Arua MC should embark on mass sensitization of the population on the proper management of garbage and importance of a good and clean drainage system.
3	Lack of key equipment like trucks, water bowser and vibro roller affecting progress of programmed road works.	Inability to execute programmed works in time.	Government should develop mechanisms that increase access of key equipment to Arua MC.
4	Failure to spread the windrow during grading works	Blockage of drainage	Arua MC should spread the windrow to facilitate good drainage.
5	No provision of adequate accesses to homes where the drain has been lined	Blockage of drainage	Arua MC should provide access to homes as to prevent locals from blocking the drains
6	The quality of sand being used for concrete works is not of good quality	Quick failures	Arua MC should source good quality sand for the concrete works especially for the road drainage system.
7	Encroachment on noted drainage channels	Flooding	Arua MC should survey and gazette such drainage channels as well as sensitizing locals about their importance.
8.	Mismanagement of stores. Issuing of GRN before deliveries and un-updated stores ledger.	Poor accountability	Stores ledger should be updated and management should stop issuing GRNs unless deliveries are made.
9	Funding cuts - Arua MC received UGX 532,449,663 out of the budgeted funds of UGX 931,544,000 (57% of the total quarterly budget).	Failure to execute planned works	IPFs on which work plans are based should be more realistic to avoid mid-course cuts

Performance Rating of Road Maintenance Programme in Arua MC

The performance rating of Arua MC against Key Performance Indicators (KPIs) is as summarized in Table 38 below:

Table 38: Performance Rating of Arua MC Q1-3 FY 2015/16

Physical Performance								
Type of In- tervention	Annual Planned Quan- tity FY 2015/16 (km)	Cum. Planned Quantity Q3 FY 2015/16 (km)	Cum. Achieved Quantity Q3 FY 2015/16 (km)	Score (%)	Bud- get FY 2015/16 (UGX Million)	Weight based on budget	Weighted Score (%)	Remark
RMM	41.40	41.40	24.84	60.0%	15.78	1.7%	1.0%	
RMeM	30.30	30.30	30.30	100.0%	31.52	3.5%	3.5%	
PM	13.20	9.90	6.40	64.6%	862.90	94.8%	61.3%	
Total			61.54		910.20	100.0%	65.8%	Physical per- formance score
Financial Performance								
IPF FY 2015/16 (UGX Million)		Cum. Receipts Q3 FY 2015/16 (UGX Mil- lion)		Cum. Expenditure Q3 FY 2015/16 (UGX Million)		Financial Perfor- mance Score		Remark
1,123.76		532.45		462.00		86.8%		
Performance Rating of Arua MC							Average Score (%)	Dashboard Color
							76.3%	Good

Performance Rating Legend

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

5.5 Zombo District Local Government

Zombo District Local Government is located in North Western Uganda, bordering Arua, Nebbi and the Democratic Republic of Congo with the principal town being Zombo. The district has two town councils; Zombo Town council and Paidha Town council.

5.5.1 Physical Performance

Zombo District Local Government as a Designated Agency is in charge of a district road network of 281 Km, and 229 Km of Community Access Roads. Much of the road network traverses a hilly terrain.

The approach to road maintenance was both mechanized and routine manual maintenance; with routine mechanized maintenance being carried out by force account and routine manual maintenance being executed by road gangs.

At the time of monitoring, the work plan for FY 2015/16 had progressed as follows:

- 80% of planned Routine manual maintenance by Q3 had been undertaken by the agency;
- 30% of planned Routine mechanised maintenance by Q3 had been executed; and
- Planned Periodic maintenance had not been executed.

In order to assess the extent of performance of planned road maintenance activities for FY 2015/16 by Zombo DLG, the monitoring team sampled and visited the following five (5) district roads;

- Zombo – Atyak – Warr road, 10.3Km,
- Nyandima – Atyak road, 11.5Km,
- Warr – Alanyi road, 11Km,
- Police – Ayak road, 10Km, and
- Akwanji – Konga – Pakadha road, 15Km.

The 10.3Km Zombo – Atyak – Warr road was under routine manual maintenance with evident grubbing and bush clearing. The road condition is poor requiring major intervention like rehabilitation, given that it has lost camber, with many rock outcrops and very slippery steep slopes that require gravelling. Also the Ora Bridge requires maintenance by painting, erection of warning signs and carrying out river training.

The 11.5Km Nyandima – Atyak road, though initially programmed for periodic maintenance for a road section of 1Km, it was graded and shaped to camber for a road section of 4Km under routine mechanized maintenance. Compaction wasn't done and no offshoots opened.

Warr – Alanyi road, 11km was worked on Q2. It was graded and shaped under routine mechanized maintenance, though camber was found almost flattened. More offshoots need opening as well as installation of cross culverts in road sections where water seems to be crossing.

The Police – Ayak road, 10Km was found being graded under routine mechanized maintenance and only 4Km of the planned 5.6Km had been completed. The road needed drainage improvement by installation of culverts and opening of offshoots.

The 15Km Akwanji – Konga – Pakadha road was under routine manual maintenance which is impressive given the relevancy of the activities that were being carried out that ranged from drainage cleaning to grubbing and pothole filling. The road had been programmed for routine mechanized maintenance in Q4.

Community Access Roads

Two community access roads were inspected in the Abanga Sub County. Orengo – Panyango CAR, 6Km and Ollu – Patek CAR, 3Km were opened by road gangs in Q2. The roads were found in dire need of vegetation control.

Paidha Town Council

Paidha town council was found to have a road network of 45.56Km, with 4.4Km as paved. The town council planned to pave 2.4Km of Olarker road. At time of inspection, lime stabilization of gravel base had been executed. However without priming for a long time, the lime stabilized base was likely to weaken. Only 30 drums of 80/100 bitumen had been procured and still no primer. The road drainage needed to be addressed appropriately.

Zombo Town Council

Zombo town council was found with a road network of 44Km which was predominantly unpaved and with only 600m of tarmac road.

The town council planned to open 9 km of new roads, which were actually found opened at the time of inspection. It was noted that the opened roads had not been compacted and needed more offshoots.

The condition of the roads visited by the Consultant under Zombo DLG is depicted in **Figure 5.5** below. The state of individual roads is detailed in **Appendix 4**.

The general condition of the roads visited is shown below:

Figure 5.5 Photographs in Zombo DLG



Zombo DLG: Zombo – Atyak – Warr road, 10.3Km; Grubbing works by road gang.



Zombo DLG: Zombo – Atyak – Warr road, 10.3Km; Road requiring total rehabilitation.



Zombo DLG: Zombo – Atyak – Warr road, 10.3Km; The Ora bridge requires maintenance works.



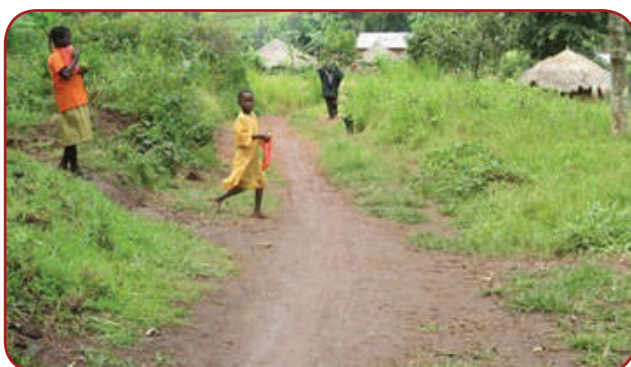
Zombo DLG: Nyandima – Atyak road, 11.5Km; Road graded but not compacted neither offshoots opened.



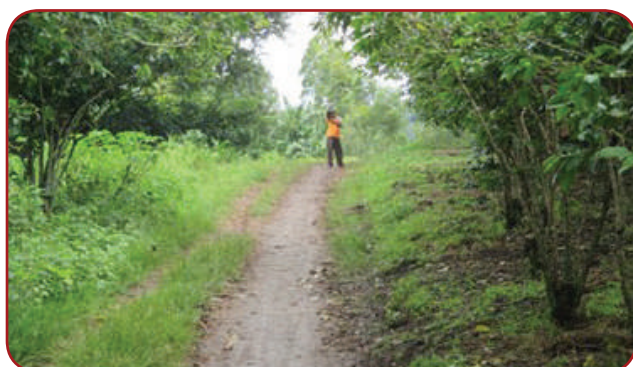
Zombo DLG: Warr – Alanyi road, 11Km; Road graded but with almost flat camber.



Zombo DLG: Police – Ayak road, 10Km; Road graded but requiring opening of offshoots and cross culverts installed.



Zombo DLG: Orengo – Panyango CAR, 6Km; Vegetation required.



Zombo DLG: Ollu – Patek CAR, 3Km; Road opened using labour based technology



Paidha TC: Olarker road, 2.4 Km; Lime stabilized base of road undergoing upgrading.



Paidha TC: Olarker road, 2.4 Km; 30 drums of bitumen in preparation for tarmacking works.



Zombo TC: New town roads opened but not compacted; they also require good drainage.



Zombo TC: New town roads opened but not compacted and require good drainage.

5.5.2 Financial Performance

Zombo District has an annual workplan budget of UGX 660,338,000 for implementing maintenance of District roads, urban roads and Community Access Roads. This consists of UGX 524,978,000 for Q1-3 financial year 2015/16. It was noted that there were no rolled over funds from FY 2014/15.

By the end of Q3, the District had received a total of UGX 330,898,554 representing 50% of the total annual budget of UGX 654,482,000 for road maintenance works in the District, Town Council and Sub-counties and 63% of three quarterly budget of UGX 524,978,000. The funds received were credited on the District General Account on 06/08/2015, 30/10/2015 and 18/01/2016 for Q1, Q2 and Q3 respectively. Funds were then transferred to the Works bank account on 19/08/2015, 23/11/2015 and 22/01/2016 for the three quarters respectively and as a result, delays of 13 days, 24 days and 4 days were noted in transfers between general fund and works bank accounts. Similarly, transfers from URF to the District delayed by 36 days, 29 days and 21 days from the beginning of Q1, Q2 and Q3 respectively.

By the end of Q3, UGX 43,378,358 (13% of the total release) had been transferred to Zombo Town Council for maintenance of Zombo town roads, UGX 75,215,986 (23% of the total release) had been transferred to Paidha Town Council for maintenance of Paidha town roads and UGX 39,385,375 (12% of the total release) to the various Sub-counties for maintenance of Community Access Roads leaving a balance of UGX 172,918,835 available for the District roads maintenance and mechanical repairs.

However, the remaining balance of UGX 172,918,835 includes UGX 3,935,413 that was meant for CARs at Nyapea Sub-county. Management explained that the delay in transferring those funds to the sub-county was due to the sub-county delaying to submit the revised work plan showing how the funds were going to be utilised. As soon as the work plan is submitted, the funds will be transferred. This leaves the District with UGX 168,983,422 for maintenance of District roads and mechanical repairs of road equipment.

Utilisation of funds disbursed.

Review of financial records revealed that the District had spent UGX 77,488,147 by the end of Q3 on road maintenance expenses, mechanical repairs and other operational expenses at the District, with a balance of UGX 91,495,275 (54% of the total available funds). This puts the absorption rate in the three quarters at 46%.

The consultant team noted that out of UGX 77,488,147 spent, UGX 39,050,000 (50% of the total expenditure) was spent on Routine Manual Maintenance, UGX 4,950,000 (6% of the total expenditure) was spent on Routine Mechanised Maintenance, UGX 21,799,999 (28% of the total expenditure) was spent on equipment repairs and UGX 11,688,148 (15% of the total expenditure) was spent on operational expenses. A summary is given in **Table 39** below;

Table 39: Summary of Funds Utilisation for Zombo DLG

Period	Q1	Q2	Q3	Total
	UGX	UGX	UGX	UGX
Balance b/f (From Prev.Qtr)	0	84,091,051	100,324,998	0
Quarterly Releases	148,814,067	92,213,764	89,870,723	330,898,554
Transfer to Zombo Town Council	22,614,541	7,430,025	13,333,792	43,378,358
Transfer to PaidhaTown Council	38,435,475	12,628,005	24,152,506	75,215,986
Transfer to Sub-counties	0	43,320,788	0	43,320,788
Total available funds (Cumm)	87,764,051	112,925,997	152,709,423	168,983,422
Funds Utilised	3,673,000	12,600,999	61,214,148	77,488,147
Percentage utilised	4%	11%	40%	46%
Balance Unutilised by the end of Qtr (Cumm)	84,091,051	100,324,998	91,495,275	91,495,275

The Primary factors advanced for the low level of performance include the following;

- Frequent breakdown of the road equipment;
- The biggest road network of the District has rocks and requires heavy grading machines and yet the District has light grading machines which end-up breaking down frequently when used on rocky roads;
- The regional mechanical workshop in Gulu is very far (about 270kms) from Zombo which makes it difficult to transport the equipment for repairs and yet equipment for hire is not readily available in the region unless one goes up-to Lango region which is expensive.

Others gaps:

- **Non-functional District Roads Committee.** The monitoring team noted that the District Roads Committee had not convened any meeting during Q1, Q2 and Q3. This was evidenced with the Committee Secretary failing to avail Committee minutes. In the management submission, the chairperson to the Committee was never present and available on ground and could not be in position to convene the committee meetings.
- **Mingling of funds on one account.** It was observed that the road funds are managed together with funds from other sources in the Works department and the cashbook is not well analysed to distinguish transactions of road funds from transactions of funds from other sources.

Except the above issues of mingling of funds, proper accounting records were kept and stores records are well maintained among others.

Management is advised to use analysis cashbooks to analyse transactions according to the sources of funding.

5.5.3 Utilization of Mechanical Imprest

Absorption of mechanical impost at Zombo District was as shown in Table 40.

Table 40: Absorption of Mechanical Imprest in Zombo District, Q1-3 FY 2015/16

S/N	Annual Budget for Mechanical Imprest FY 2015/16 (UGX)	Mechanical Imprest Receipts Q1-3 FY 2015/16 (UGX)	Mechanical Imprest Expenditure Q1-3 FY 2015/16 (UGX)	% of Receipts Spent
		A	B	$C = (b/a) \times 100$
1	91,273,000	27,862,868	21,799,999	78%

Expenditure of mechanical impost on some of the equipment was as shown in Table 41 below.

Table 41: Mechanical Repairs in Zombo district, Q1-3 FY 2015/16

Equipment 1: LG 0002-III grader			Equipment 2: LG 0004-III JMC pickup			Equipment 3: LG 0003-III Tipper truck		
Date	Description of Breakdown	Cost (UGX)	Date	Description of Breakdown	Cost (UGX)	Date	Description of Breakdown	Cost (UGX)
16/03/2016	Spare parts for grader LG 0002-III	4,793,000	23/11/2015	Repair and Service of Pick-up LG 0004-III	6,513,084	18/11/2015	Servicing of LG 0003-III	1,440,000
01/03/2016	Purchase of spare parts for grader LG 0002-III	1,030,000	17/12/2015	Servicing of LG 0004-III	421,000	11/11/2015	Total	1,440,000
14/01/2016	Spare parts for grader LG 0002-III	700,000	01/02/2016	Repair of LG 0004-III	379,000	11/11/2015		
14/01/2016	Spare parts for grader LG 0002-III	380,000	01/02/2016	Supply of tyres for LG 0004-III	4,250,000	02/10/2015		
	Total	6,903,000		Total	11,563,084			

5.5.4 Financial Performance at Town Councils and Lower Local Governments

5.5.4.1 Financial Performance at Zombo Town Council

Zombo TC had rolled over funds amounting to UGX 271,399,481 from financial year 2014/15. By the end of Q3, UGX 43,378,358 had been received from the District. This was 39.1% of annual approved work plan budget of UGX 110,863,000. The total funds available totalled UGX 314,777,839. The consultant noted that funds were transferred to the Town Council from the District works account on 3/9/2015, 21/12/2015 and 3/2/2015 for Q1, Q2 and Q3 respectively. This created delays of 64 days, 82 days and 34 days for each quarter.

Utilization

Review of expenditure documents revealed that by the end of Q3, UGX 173,881,010 (55% of the total funds available) had been spent on road maintenance activities in the period leaving a balance of UGX 140,896,829 unutilized. Of the total expenditure, UGX 93,340,216 (54% of the total expenditure) was used for tarmacking; UGX 45,181,700 (26% of the total expenditure) was spent on Routine Mechanized Maintenance, UGX 2,650,000 (2% of the total expenditure) was spent on mechanical repairs and UGX 32,709,094 (19% of the total expenditure) was spent on operational expenses. Table 42 shows the details of funds utilization at Zombo TC for the period Q₁₋₃ FY 2015/16.

Table 42 Summary of Financial Performance of Zombo TC, Q1-3 FY 2015/16

Period	Q1	Q2	Q3	Total
	UGX	UGX	UGX	UGX
R/O funds	271,399,481	215,066,374	100,324,998	271,399,481
Quarterly Releases	22,614,541	7,430,025	13,333,792	43,378,358
Total available funds (Cumm)	294,014,022	222,496,399	113,658,790	314,777,839
Funds Utilised	78,947,648	70,902,672	24,030,690	173,881,010
Percentage utilised	27%	32%	21%	55%
Balance Unutilised by the end of Qtr (Cumm)	215,066,374	151,593,727	89,628,100	140,896,829

Other issues identified

- **Under staffing.** The team noted that Zombo TC does not have a Town Treasurer and the Accountant responsible for road works was not well conversant with the entries stated in the cash book.
- **Funding cuts.** Out of the total annual budget of UGX 110,863,000, only UGX 43,378,358 was disbursed which affected the implementation of planned works.

The consultant recommends that the Town council management should liaise with the District Service Commission to fill the staffing gaps and train the Accountant in book keeping. The consultant also recommends that URF releases funds according to IPFs.

5.5.4.2 Financial Performance at Paidha Town Council

The TC had an approved budget of UGX 146,230,000 for the financial year 2015/16. It was noted that the rolled over funds from financial year 2014/15 amounted to UGX 14,732,850.

Paidha Town Council received a total of UGX 75,215,986 for Q1-3 which is 51.4 % of the annual approved work plan of UGX 146,230,000. The funds were transferred from the District works account to the Town Council on 08/9/2015, 28/12/2015 and 5/2/2016 for Q1, Q2 and Q3 respectively. Delays of 69 days, 82 days and 36 days were noted for the three quarters respectively.

Utilisation

Out of the total funds available of UGX 89,948,836 (Rolled over funds plus releases), Paidha TC had spent UGX 55,685,828 on road maintenance activities in the Town Council by the end of Q3 leaving a balance of UGX 34,263,008 unutilised. This brought the absorption rate to 61.9%. Of the total expenditure, UGX 46,753,812 (84% of the total expenditure) was spent on periodic maintenance, UGX 8,001,000 (14% of the total expenditure) was spent on mechanical repairs and UGX 931,016 (2% of the total expenditure) was spent on operational expenses. Table 43 shows the details of funds utilisation at Paidha TC for Q1-3 FY 2015/16.

Table 43 Summary of Financial Performance of Paidha TC, Q1-3 FY 2015/16

Period	Q1	Q2	Q3	Total
	UGX	UGX	UGX	UGX
R/O funds	14,732,850	48,873,859	100,324,998	14,732,850
Quarterly Releases	38,435,475	12,628,005	24,152,506	75,215,986
Total available funds (Cumm)	53,168,325	61,501,864	124,477,504	89,948,836
Funds Utilised	4,294,466	9,730,062	41,661,300	55,685,828
Percentage utilised	8%	16%	33%	62%
Balance Unutilised by the end of Qtr (Cumm)	48,873,859	51,771,802	82,816,204	34,263,008

Financial Performance at Lower Local Governments

During the monitoring exercise, the team noted that funds utilisation at Sub-County level was at an average of 49.5% as seen in table 44 below.

Table 44: Funds utilization by Zombo Sub-counties

Sub-county	Rolled Over funds from FY 2014/15	Funds Re-leased	Funds Available	Amount Utilised	Balance Available	% of Utilisation
	UGX	UGX	UGX	UGX	UGX	UGX
Abanga Sub County	404,094	4,494,532	4,898,626	4,382,113	516,513	89.5
Atyak Sub county	173,325	5,171,225	5,344,550	1,459,634	3,884,916	27.3
Jangokoro Sub County	2,276	5,505,178	5,507,454	4,384,708	1,122,746	79.6
Paidha Sub county	202,829	5,739,172	5,942,001	1,071,950	4,870,051	18.0
Nyapea Sub County	799,163	0	799,163	799,763	-600	100.1
Warr Sub County	97,521	4,484,532	4,582,053	1,304,845	3,277,208	28.5
Zeu Sub County	1,218,828	6,331,271	7,550,099	3,752,296	3,797,803	49.7
Total	2,898,036	31,725,910	34,623,946	17,155,309	17,468,637	49.5

The consultant noted that Nyapea S/C had not received funds by the end of Q3. This was attributed to the SC's failure to submit the work plan for road maintenance for the year 2015/16.

5.5.5 Status of mainstreaming of cross-cutting issues

The consultant noted that the Health and Community development departments at Zombo DLG are involved in road maintenance works. This is done prior to commencement of road works by sensitizing road gangs and communities about the HIV/AIDs, distributing of condoms and gender balance during road works. Interactions with the DCDO and DHO revealed that although the community sensitisation is done at the beginning of road works, the overall turn-up of people is still low and there is no monitoring during the works. However, the following issues are worth noting;

- During the recent recruitment of road gangs, the overall involvement of women is at an average of 5% with two gang heads who are women
- The level of commitment of women road gangs is higher than men gangs.
- For the road gangs headed by women, the quality of road works is far better than that of gangs headed by men
- Most of the women who turn-up for recruitment as road gang workers are aged. The turn-up of the youths is very low citing reasons that road works is “dirty work meant for old women”. They would prefer roadside vending of food stuffs in the nearby urban centres.

The consultant team also noted that the environment department is not involved anywhere in road works. No screening is done towards commencement of works, no monitoring during works and no certification after works. This poses a risk of environmental degradation in those areas where road works are done.

Management is advised to make use of the environment in the coming financial year to address the gaps. Management should also allocate some funds to enable routine monitoring of the Environment Officer, DCDO and Health workers to ensure that the cross-cutting issues have been properly addressed.

5.5.6 Implementation challenges and key Issues at Zombo DLG

Implementation challenges in the DA included:

- i) **Funding cuts.** Out of the three quarterly budgeted funds of UGX 524,978,000, only UGX 330,898,554 (63% of the total budget) had been released by the end of Q3 which affects the implementation of the planned road maintenance works.
- ii) Frequent breakdown of the road equipment;
- iii) Most of the district road network has rocks and requires heavy grading machines and yet the District has light grading machines which end-up breaking down frequently when used on rocky roads;
- iv) The regional mechanical workshop in Gulu is very far (about 270kms) from Zombo which makes it difficult to transport the equipment for repairs and yet equipment for hire is not

readily available in the region unless one goes up-to Lango region which is expensive.

- v) Limited fleet of equipment yet the District cannot easily access the open market for hiring. The District lacks major road equipment like the Grader, Vibro Roller, Excavator and a Water Bowser.
- vi) A terrain characterized by many river crossings that requires bridging.
- vii) Lack of inspection/supervision transport for the District Engineer's office,
- viii) Staffing for the roads department

The following key issues, associated risks and strategies for improvement in respect of road maintenance and funds utilisation were identified:

Table 45: Key Issues at Zombo DLG

Ref.	Finding	Risk/Effect	Strategies for improvement
1.	Lack of key road equipment like Grader, Vibro Roller and Water Bowser.	Delayed performance	Government should develop mechanisms that increase access of key equipment to Zombo DLG.
2.	Opening of offshoots for newly graded roads was not given due attention	Flood, erosion	Zombo DLG should open many offshoots to facilitate quick draining away of water from the road.
3.	The nature of the road soil make up are slippery during the rainy season	Limited accessibility	Zombo DLG should program for gravelling of the road network.
4.	Lack of drainage interconnectivity especially in Paidha TC	Flooding and damage to roads	Paidha TC should develop a drainage master plan as to facilitate good roads drainage.
5.	Mingling of funds on one account	Encroaching on funds of other sources	The district should analysis cashbooks to analyze transactions according to the funding sources.
6.	Funding cuts - the District received UGX 524,978,000 out of the quarterly budgeted funds of UGX 524,978,000 (63% of the three quarterly budget and 50% the annual budget of UGX 660,338,000).	Failure to execute planned works	IPFs on which work plans are based should be more realistic to avoid mid-course cuts

Performance Rating of Road Maintenance Programme in Zombo DLG

The performance rating of Zombo DLG against Key Performance Indicators (KPIs) is as summarized in Table 46 below:

Table 46: Performance Rating of Zombo DLG Q1-3 FY 2015/16

Physical Performance								
Type of Intervention	Annual Planned Quantity FY 2015/16 (km)	Cum. Planned Quantity Q3 FY 2015/16 (km)	Cum. Achieved Quantity Q3 FY 2015/16 (km)	Score (%)	Budget FY 2015/16 (UGX Million)	weight based on budget	Weighted Score (%)	Remark
RMM	281.00	281.00	224.80	80.0%	145.26	63.3%	50.6%	
RMeM	22.20	18.00	5.50	30.6%	46.24	20.1%	6.2%	
PM	2.00	2.00	-	0.0%	38.03	16.6%	0.0%	
Total			230.30		229.53	100.0%	56.8%	Physical performance score
Financial Performance								
IPF FY 2015/16 (UGX Million)		Cum. Receipts Q3 FY 2015/16 (UGX Million)		Cum. Expenditure Q3 FY 2015/16 (UGX Million)		Financial Performance Score		Remark
654.48		168.98		77.488		45.9%		
Performance Rating of Zombo DLG							Average Score (%)	Dashboard Color
							51.3%	Fair

Performance Rating Legend

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

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 1: 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
4.	Magambo David	Financial Analyst
5.	Mr. Eric Mitanda	Financial Analyst

APPENDIX 2: OFFICERS INTERVIEWED

ADJUMANI DISTRICT			
NO	NAME	DESIGNATION	TELEPHONE / EMAIL
1	OTEMA FRANCIS	Acting District Engineer	fotema@gmail.com
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13	IZAKARE RICHARD	AEO	0772584363
14	AGWE PAUL	SUB COUNTY CHIEF	0777708020
15	ANNE MARY	AGDHU	0772992437
16	EDEMA RICHARD	AZAO	0782315200
17	ATOO JOSEPHINE	SENIOR FINANCE	0782646398
18	SABI YAZID JACKSON	SAS	0772832180
29	APARO JENNIFER	SENIOR ACCOUNTS ASSISTANT	0775984234
20	ROSE	ACCOUNTS ASSISTANT	0782046166
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23	JAMES	ACCOUNTS ASSISTANT	0774136134
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25	KENEGA STEPHEN PILLI	SENIOR ACCOUNTS ASSISTANT	0793883630
26	DRICHI BOSCO SAM	AA	0774049532
27	B. RONALD	AA	0772322933
28	ALUA A. DAUDESON	SENIOR ACCOUNTS ASSISTANT	0772899633
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30	YUMMAH SAMSON S	DISTRICT ACCOUNTANT	0772381034

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16	LEKU GODFREY	ASST .ENGINEER	0782413364
17	ONETI WILLIAM	ASST. ENGINEER	0772360054

ARUA MUNICIPAL COUNCIL			
NO	NAME	TITLE	TELEPHONE
1	DRASIS ZUMA	AA	0778755133
2	EIGO .R.	Chief Finance Officer	0750460684
3	AMRIKO MONICA	TRAINEE	0752389042
4	ATI KO VICTORIA	TRAINEE	0778191958
5	MONDAY .B. JOSEPH	D.T.C	0772604228
6	TAIBO SANTA AMANI	TRAINEE	0781010775
7	OLEA HERBERT	AEO	0772672078
8	AFAYO NICK	AEO	0787340844
9	SHIDAH ZUBEDA OLEKUA	CC	
10	AYIKOM MONICA		
11	SADAD ABUBAKAR	TRAINEE	
12	DROMA JIMMY	LS	0771254722
13	EDMOND ATIIMA	TRAINEE	
14	ALUOUZI GODFREY	Municipal Engineer	
15	LUMU MUSA	STATISTICIAN	0705051440

LIRA UNRA			
NO	NAME	TITLE	TELEPHONE
1	AGAM HARRIET	ACTING STATION ENGINEER	0772872705
2	SENDAGIRE	ACTING ROAD OVERSEER	0777432119

APPENDIX 3: UNSUPPORTED PAYMENTS AT MARACHA TOWN COUNCIL

Date	PV No	Description	Amount (UGX)	Comment
06/1/16	W/01/01/15/16	Supply of diesel and petrol	5,937,600	No fuel issue orders
03/12/15	W/03/12/15/16	Purchase of fuel	500,000	No fuel issue orders
30/11/15	W/12/11/15/16	Purchase of fuel	260,000	No fuel issue orders
			6,697,600	

APPENDIX 4: UNSUPPORTED PAYMENTS OLUFFE SUB-COUNTY

Date	PV No	Description	Amount (UGX)	Comment
22/01/16	22/01/15/16	Mobilization of road workers	15,000	No activity report
21/01/16	01/12/15/16	Monitoring of CARs	342,300	No activity report
11/1/16	02/01/15/16	Interviews of road workers	90,000	No activity report
Total			447,300	

APPENDIX 5: UNSUPPORTED PAYMENTS OLUVU SUB-COUNTY

Date	PV No	Description	Amount (UGX)	Comment
12/12/15	04/12/15/16	Monitoring of CARs	506,750	No report
11/12/15	01/12/15/16	Facilitation allowance during invitation of road works	200,000	No activity report
23/11/15	01/11/15/16	Motor cycle repairs	300,000	No post assessment report
Total			1,006,750	

APPENDIX 6: UNSUPPORTED PAYMENTS OLEBBA SUB-COUNTY

Date	PV No	Description	Amount	Comment
25/7/15	03/07/15/16	Supervision of CARs	160,000	No activity report
17/11/15	1/11/15/16	Assessment of road works	240,000	No activity report
18/12/15	02/12/15/16	Supervision by Sub County chief	350,000	No activity report
Total			750,000	

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:						Road No.:		Road Length: (km): 8.5
Lira - Ngetta						Budget (Ushs)		
Monitored by: Eng. Paul Ssesanga						Date: 7 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account/ Contract)						Technology: (<i>Mechanised / Labour Based</i>) Maintenance		
Scope of Works								
Routine manual maintenance								
Importance of the Infrastructure								
National Road								
Traffic Pattern: (Heavy , Medium, Light)						Road Type : Paved / Unpaved		
Season at Inspection: Dry						Terrain: Flat / Rolling / Mountainous		
Field Findings								
						Rating		
						Good	Fair	Poor
Road Reserve								
Encroachment								✓
Vegetation Control							✓	
Drainage								
State of Culverts						✓		
State of Structures						✓		
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)								✓
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)								✓
Carriage way and Shoulder								
Average Width (m):						10	✓	
Condition							✓	
Overall Quality of Works							✓	
Remarks:								
Road requires shoulder recharging and side drainage improvement								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:						Road No.:		Road Length: (km): 47.7
Ngetta – Apala – Adwari						Budget (Ushs)		
Monitored by: Eng. Paul Ssesanga						Date: 7 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account/ Contract)						Technology: (Mechanised / Labour Based) Maintenance		
Scope of Works								
Routine manual maintenance								
Importance of the Infrastructure								
National Road								
Traffic Pattern: (Heavy , Medium, Light)						Road Type : Paved/ Unpaved		
Season at Inspection: Dry						Terrain: Flat / Rolling / 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):						7	✓	
Condition								✓
Overall Quality of Works							✓	
Remarks:								
Road in need of spot medium grading and drainage improvement								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:						Road No.:		Road Length: (km): 43.9
Adwari - Olilim						Budget (Ushs)		
Monitored by: Eng. Paul Ssesanga						Date: 7 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account / Contract)						Technology: (<i>Mechanised / Labour Based</i>) Maintenance		
Scope of Works								
Heavy grading and drainage improvement								
Importance of the Infrastructure								
National Road								
Traffic Pattern: (Heavy , Medium, Light)						Road Type : Paved/ Unpaved		
Season at Inspection: Dry						Terrain: Flat / Rolling / Mountainous		
Field Findings								
						Rating		
						Good	Fair	Poor
Road Reserve								
Encroachment							✓	
Vegetation Control						✓		
Drainage								
State of Culverts							✓	
State of Structures							✓	
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)							✓	
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:								
Offshoots required								
Need to install ore cross culverts								
Swamp crossings need widening								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:						Road No.:		Road Length: (km): 13
Apala - Ogur						Budget (Ushs)		
Monitored by: Eng. Paul Ssesanga						Date: 7 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account/ Contract)						Technology: (Mechanised / Labour Based) Maintenance		
Scope of Works								
Routine manual maintenance								
Importance of the Infrastructure								
National Road								
Traffic Pattern: (Heavy, Medium, Light)						Road Type : Paved/ Unpaved		
Season at Inspection: Dry						Terrain: Flat / Rolling / 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:								
Open offshoots								
Cover rock outcrops								
Widening box culvert as well as doing river training								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:						Road No.:		Road Length: (km): 34.4
Ngetta - Puranga						Budget (Ushs)		
Monitored by: Eng. Paul Ssesanga						Date: 7 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account / Contract)						Technology: (Mechanised / <i>Labour Based</i>) Maintenance		
Scope of Works								
Drainage improvement								
Importance of the Infrastructure								
National Road								
Traffic Pattern: (Heavy , Medium, Light)						Road Type : Paved/ Unpaved		
Season at Inspection: Dry						Terrain: Flat / Rolling / Mountainous		
Field Findings								
						Rating		
						Good	Fair	Poor
Road Reserve								
Encroachment							✓	
Vegetation Control						✓		
Drainage								
State of Culverts							✓	
State of Structures							✓	
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)						✓		
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:								
Offshoots and culvert outflow channels well opened								
Swamp sections require raising								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:		Road No.:		Road Length: (km): 25				
Akia - Aloia		Budget (Ushs)						
Monitored by: Eng. Paul Ssesanga						Date: 8 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account/ Contract)				Technology: (Mechanised / Labour Based) Maintenance				
Scope of Works								
Heavy grading								
Opening of offshoots								
Importance of the Infrastructure								
National Road								
Traffic Pattern: (Heavy , Medium, Light)				Road Type : Paved/ Unpaved				
Season at Inspection: Dry				Terrain: Flat / Rolling / Mountainous				
Field Findings								
						Rating		
						Good	Fair	Poor
Road Reserve								
Encroachment							✓	
Vegetation Control						✓		
Drainage								
State of Culverts							✓	
State of Structures							✓	
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)						✓		
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)						✓		
Carriage way and Shoulder								
Average Width (m):						✓		
Condition						✓		
Overall Quality of Works						✓		
Remarks:								
Need to sensitize locals about not to block side drains and offshoots								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:			Road No.:			Road Length: (km): 42.7		
Aloi - Dokolo			Budget (Ushs)					
Monitored by: Eng. Paul Ssesanga						Date: 8 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account/ Contract)				Technology: (Mechanised / Labour Based) Maintenance				
Scope of Works								
Heavy grading								
Drainage improvement								
Importance of the Infrastructure								
National Road								
Traffic Pattern: (Heavy, Medium , Light)				Road Type : Paved/ Unpaved				
Season at Inspection: Dry				Terrain: Flat / Rolling / Mountainous				
Field Findings								
						Rating		
						Good	Fair	Poor
Road Reserve								
Encroachment								✓
Vegetation Control								✓
Drainage								
State of Culverts								✓
State of Structures							✓	
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)							✓	
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)							✓	
Carriage way and Shoulder								
Average Width (m):						✓		
Condition							✓	
Overall Quality of Works							✓	
Remarks:								
Opening of offshoots is required								
Road should be gravelled								
River training needed in swamp sections of the road								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:		Road No.:		Road Length: (km): 88				
Dokolo - Namasale		Budget (Ushs)						
Monitored by: Eng. Paul Ssesanga						Date: 8 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account/ Contract)				Technology: (Mechanised / Labour Based) Maintenance				
Scope of Works								
Medium grading of selected road sections								
Opening of offshoots and catchwater drains								
Importance of the Infrastructure								
National Road								
Traffic Pattern: (Heavy , Medium, Light)				Road Type : Paved/ Unpaved				
Season at Inspection: Dry				Terrain: Flat / Rolling / 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):				7		✓		
Condition							✓	
Overall Quality of Works							✓	
Remarks:								
Routine manual maintenance activities should be intensified								
Opening of offshoots should be meticulously done								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:			Road No.:			Road Length: (km): 41		
Namasale – Alemer			Budget (Ushs)					
Monitored by: Eng. Paul Ssesanga						Date: 8 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account/ Contract)				Technology: (Mechanised / Labour Based) Maintenance				
Scope of Works								
Culverts installation								
Swamp raising								
Importance of the Infrastructure								
National Road								
Traffic Pattern: (Heavy, Medium, Light)				Road Type : Paved/ Unpaved				
Season at Inspection: Dry				Terrain: Flat / Rolling / 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:								
Works commendable but stalled awaiting approval of procurement of gravel								

ADJUMANI DLG

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)							
Road Name:		Road No.:		Road Length: (km): 7			
Dzaipi – Magara		Budget (Ushs) 14,000,000					
Monitored by: Eng. Paul Ssesanga				Date: 13 June 2016			
Historical Data							
Dates of Intervention							
Commencement: August 2015							
Completion:		(Not complete because machine broke down)					
Intervention by (Force Account / Contract)		Technology: (Mechanised / Labour Based) Maintenance					
Scope of Works							
Bush clearing							
Grading							
Opening drainage system							
Importance of the Infrastructure							
Health centres, schools, and productive agricultural area							
Traffic Pattern: (Heavy, Medium , Light)		Road Type : Paved/ Unpaved					
Season at Inspection: Dry		Terrain: Flat / Rolling / 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):		7				✓	
Condition							✓
Overall Quality of Works							✓
Remarks.							
Although the bush clearing was done for the entire road length, only 3 Km of grading was done and not compacted							
Works should resume to improve road condition							
The vented drift deck at ch. 3 + 000 should be urgently repaired							

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:						Road No.:		Road Length: (km): 5
Kureku - Amelo						Budget (Ushs) 10,000,000		
Monitored by: Eng. Paul Ssesanga						Date: 13 June 2016		
Historical Data								
Dates of Intervention								
Commencement:			(Planned FA works not yet done)					
Completion:								
Intervention by (Force Account/ Contract)				Technology: (Mechanised / Labour Based) Maintenance				
Scope of Works								
Routine manual maintenance								
Importance of the Infrastructure								
Health centres and schools								
Traffic Pattern: (Heavy, Medium, Light)				Road Type : Paved/ Unpaved				
Season at Inspection: Dry				Terrain: Flat / Rolling / 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):							✓	
Condition							✓	
Overall Quality of Works								✓
Remarks:								
Routine manual maintenance is poorly done								
Road surface found in good condition but road requiring spot repairs								
Culverts need sufficient cover and end structures built								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:		Road No.:		Road Length: (km): 9				
Openzinzi - Obilokong		Budget (Ushs) 18,000,000						
Monitored by: Eng. Paul Ssesanga						Date: 13 June 2016		
Historical Data								
Dates of Intervention								
Commencement:		9-Jun-16						
Completion:		On going						
Intervention by (Force Account/ Contract)				Technology: (<i>Mechanised</i> / Labour Based) Maintenance				
Scope of Works								
Bush clearing								
Grading								
Drainage works								
Importance of the Infrastructure								
Health centres, schools, and productive agricultural area								
Traffic Pattern: (Heavy, Medium, Light)				Road Type : Paved/ Unpaved				
Season at Inspection: Dry				Terrain: Flat / Rolling / 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):							✓	
Condition							✓	
Overall Quality of Works								✓
Remarks:								
Very dry material is being compacted. DE advised to have a water bowser for good quality works.								
Road widened beyond culverts width								
Offshoots needed immediate opening								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:						Road No.:		Road Length: (km): 5
Ciforo - Magburu						Budget (Ushs) 10,000,000		
Monitored by: Eng. Paul Ssesanga						Date: 13 June 2016		
Historical Data								
Dates of Intervention								
Commencement:			(Planned FA works not yet done)					
Completion:								
Intervention by (Force Account/ Contract)			Technology: (Mechanised / Labour Based) Maintenance					
Scope of Works								
Routine manual maintenance								
Importance of the Infrastructure								
Health centres, schools, and fish landing site								
Traffic Pattern: (Heavy, Medium , Light)			Road Type : Paved/ Unpaved					
Season at Inspection: Dry			Terrain: Flat / Rolling / 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):						4		✓
Condition								✓
Overall Quality of Works								✓
Remarks:								
Road in poor condition, characterised by gullies, lack of good drainage with culverts broken and in need of offshoots								
Performance of road gang is poor								

KOBOKO DLG

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)							
Road Name:		Road No.:		Road Length: (km): 11.4			
Uganda DRC Border		Budget (Ushs) 5,800,000					
Monitored by: Eng. Paul Ssesanga				Date: 15 June 2016			
Historical Data							
Dates of Intervention							
Commencement:		(Planned FA works not yet done)					
Completion:							
Intervention by (Force Account/ Contract)				Technology: (Mechanised / Labour Based) Maintenance			
Scope of Works							
Routine manual maintenance							
Importance of the Infrastructure							
Health centres, schools, and Settlements							
Traffic Pattern: (Heavy, Medium, Light)				Road Type : Paved/ Unpaved			
Season at Inspection: Dry				Terrain: Flat / Rolling / 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):						7	✓
Condition						✓	
Overall Quality of Works							✓
Remarks.							
Planned FA works had not been executed							
Road needed drainage improvement, by opening offshoots, cleaning culverts and desilting side drains							
Routine manual maintenance was very poor with road being bushy							

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:			Road No.:			Road Length: (km): 10.2		
Awindiri – Saliamusala			Budget (Ushs) 6,000,000					
Monitored by: Eng. Paul Ssesanga						Date: 15 June 2016		
Historical Data								
Dates of Intervention								
Commencement:			(Planned FA works not yet done)					
Completion:								
Intervention by (Force Account/ Contract)			Technology: (Mechanised / Labour Based) Maintenance					
Scope of Works								
Routine manual maintenance								
Importance of the Infrastructure								
Health centres, schools, and Settlements								
Traffic Pattern: (Heavy, Medium, Light)			Road Type : Paved/ Unpaved					
Season at Inspection: Dry			Terrain: Flat / Rolling / 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):						5		✓
Condition							✓	
Overall Quality of Works								✓
Remarks:								
Road condition was fair but with gullies forming calling for culvert installation								
Performance of road gang was poor								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:		Road No.:		Road Length: (km): 26.5				
Keri - Kaya		Budget (Ushs) 10,000,000						
Monitored by: Eng. Paul Ssesanga						Date: 15 June 2016		
Historical Data								
Dates of Intervention								
Commencement:		Q3						
Completion:								
Intervention by (Force Account/ Contract)				Technology: (Mechanised / Labour Based) Maintenance				
Scope of Works								
Bush clearing								
Grading								
Drainage works								
Importance of the Infrastructure								
Health centres, schools, administrative centres and Settlements								
Traffic Pattern: (Heavy, Medium , Light)		Road Type : Paved/ Unpaved						
Season at Inspection: Dry		Terrain: Flat / Rolling / 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):		7				✓		
Condition							✓	
Overall Quality of Works							✓	
Remarks:								
Road graded but not compacted								
Opening of offshoots required								
Performance of road gangs need improvement								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:			Road No.:			Road Length: (km): 8		
Small Mug - Tendele			Budget (Ushs) 2,162,000					
Monitored by: Eng. Paul Ssesanga						Date: 15 June 2016		
Historical Data								
Dates of Intervention								
Commencement:			Q2					
Completion:								
Intervention by (Force Account/ Contract)			Technology: (Mechanised / Labour Based) Maintenance					
Scope of Works								
Bush clearing								
Grading								
Drainage improvement								
Importance of the Infrastructure								
Health centres, schools, and Settlements								
Traffic Pattern: (Heavy, Medium, Light)			Road Type : Paved/ Unpaved					
Season at Inspection: Dry			Terrain: Flat / Rolling / 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):						5	✓	
Condition							✓	
Overall Quality of Works							✓	
Remarks:								
Road found when bush clearing and opening side drains was being done								
DA should open more offshoots using an excavator								
Performance of road gangs need improvement								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:						Road No.:		Road Length: (km): 16.7
Keri - Nyai						Budget (Ushs) 7,400,000		
Monitored by: Eng. Paul Ssesanga						Date: 15 June 2016		
Historical Data								
Dates of Intervention								
Commencement:		Q2						
Completion:								
Intervention by (Force Account/ Contract)				Technology: (Mechanised / Labour Based) Maintenance				
Scope of Works								
Bush clearing								
Grading								
Drainage improvement								
Importance of the Infrastructure								
Health centres, schools, and Settlements								
Traffic Pattern: (Heavy, Medium, Light)				Road Type : Paved/ Unpaved				
Season at Inspection: Dry				Terrain: Flat / Rolling / 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):						7	✓	
Condition							✓	
Overall Quality of Works							✓	
Remarks:								
Road found in good condition								
DA should open more offshoots using an excavator								
Performance of road gangs need improvement								

MARACHA DLG

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)							
Road Name:		Road No.:		Road Length: (km): 4.5			
Aliro – Aluma		Budget (Ushs)					
Monitored by: Eng. Paul Ssesanga				Date: 16 June 2016			
Historical Data							
Dates of Intervention							
Commencement:		26 March 2016					
Completion:		On going					
Intervention by (Force Account/ Contract)		Technology: (Mechanised / Labour Based) Maintenance					
Scope of Works							
Bush clearing and grading							
Spot gravelling							
Drainage improvement							
Importance of the Infrastructure							
Health centres, schools, markets, Settlements and Administrative Centres							
Traffic Pattern: (Heavy, Medium, Light)		Road Type : Paved/ Unpaved					
Season at Inspection: Wet		Terrain: Flat / Rolling / 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):		10				✓	
Condition							✓
Overall Quality of Works							✓
Remarks.							
Only bush clearing done and grading, spot gravelling and drainage improvement do be done in the remaining 46% contract sum and time running out							
The existing bridge at Ch. 4+200 should receive minor mtce; river training, erection of warning signs and painting							

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:		Road No.:		Road Length: (km): 5				
Odrua – Midiowa – Abara		Budget (Ushs)						
Monitored by: Eng. Paul Ssesanga						Date: 16 June 2016		
Historical Data								
Dates of Intervention								
	Commencement:							
	Completion:							
Intervention by (Force Account/ Contract)				Technology: (Mechanised / Labour Based) Maintenance				
Scope of Works								
	Routine manual maintenance							
Importance of the Infrastructure								
	Health centres, schools, markets, Settlements and Administrative Centres							
Traffic Pattern: (Heavy, Medium, Light)		Road Type : Paved/ Unpaved						
Season at Inspection: Wet		Terrain: Flat / Rolling / 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):				4.5		✓		
Condition							✓	
Overall Quality of Works							✓	
Remarks:								
This is a community access road and requires working on existing river crossing bottleneck								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:			Road No.:			Road Length: (km): 3.3		
Oluffe Sub County – Kariba			Budget (Ushs)					
Monitored by: Eng. Paul Ssesanga						Date: 16 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account/ Contract)						Technology: (Mechanised / Labour Based) Maintenance		
Scope of Works								
Routine manual maintenance								
Importance of the Infrastructure								
Health centres, schools, markets, Settlements and Administrative Centres								
Traffic Pattern: (Heavy, Medium, Light)			Road Type : Paved/ Unpaved					
Season at Inspection: Wet			Terrain: Flat / Rolling / 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):						5.4	✓	
Condition							✓	
Overall Quality of Works							✓	
Remarks:								
This is a community access road and requires working on existing river crossing bottleneck. There is an improvised pedestrian bridge								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:		Road No.:		Road Length: (km): 5.4				
Oniba - Lurua		Budget (Ushs)						
Monitored by: Eng. Paul Ssesanga						Date: 16 June 2016		
Historical Data								
Dates of Intervention								
	Commencement:							
	Completion:							
Intervention by (Force Account/ Contract)				Technology: (Mechanised / Labour Based) Maintenance				
Scope of Works								
	Bush clearing							
	Grading							
	Culvert Installation							
Importance of the Infrastructure								
	Health centres, schools, markets, Settlements and Administrative Centres							
Traffic Pattern: (Heavy, Medium, Light)		Road Type : Paved/ Unpaved						
Season at Inspection: Wet		Terrain: Flat / Rolling / 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):				7.4		✓		
Condition							✓	
Overall Quality of Works							✓	
Remarks:								
Gravelling should be planned								
Existing ford should be repaired, river training done and safety berriers and warning signs put in place								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:			Road No.:			Road Length: (km): 5.3		
Onyi – Kilembe			Budget (Ushs)					
Monitored by: Eng. Paul Ssesanga						Date: 16 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account/ Contract)						Technology: (<i>Mechanised</i> / <i>Labour Based</i>) Maintenance		
Scope of Works								
Routine manual maintenance								
Importance of the Infrastructure								
Health centres, schools, markets, Settlements and Administrative Centres								
Traffic Pattern: (Heavy, Medium, Light)			Road Type : Paved/ Unpaved					
Season at Inspection: Wet			Terrain: Flat / Rolling / Mountainous					
Field Findings								
						Rating		
						Good	Fair	Poor
Road Reserve								
Encroachment								✓
Vegetation Control							✓	
Drainage								
State of Culverts							✓	
State of Structures						✓		
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)							✓	
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)							✓	
Carriage way and Shoulder								
Average Width (m):						5.4	✓	
Condition							✓	
Overall Quality of Works							✓	
Remarks:								
This a community Access Road. More offshoots required								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:		Road No.:		Road Length: (km): 5.2				
Etoko – DRC Border		Budget (Ushs)						
Monitored by: Eng. Paul Ssesanga						Date: 16 June 2016		
Historical Data								
Dates of Intervention								
	Commencement:							
	Completion:							
Intervention by (Force Account/ Contract)				Technology: (Mechanised / Labour Based) Maintenance				
Scope of Works								
	Bush clearing							
	Grading							
	Culvert Installation							
Importance of the Infrastructure								
	Health centres, schools, markets, Settlements and Administrative Centres							
Traffic Pattern: (Heavy, Medium, Light)		Road Type : Paved/ Unpaved						
Season at Inspection: Wet		Terrain: Flat / Rolling / 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):				7.4		✓		
Condition						✓		
Overall Quality of Works						✓		
Remarks:								
Requires intensification of Routine manual maintenance by road gangs								
Failing constructed concrete end structures should be repaired.								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:			Road No.:			Road Length: (km): 12.6		
Gbulua – Anyambia			Budget (Ushs)					
Monitored by: Eng. Paul Ssesanga						Date: 16 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account / Contract)				Technology: (Mechanised / Labour Based) Maintenance				
Scope of Works								
Bush clearing								
Grading								
Culvert Installation								
Importance of the Infrastructure								
Health centres, schools, markets, Settlements and Administrative Centres								
Traffic Pattern: (Heavy, Medium, Light)				Road Type : Paved/ Unpaved				
Season at Inspection: Wet				Terrain: Flat / Rolling / Mountainous				
Field Findings								
						Rating		
						Good	Fair	Poor
Road Reserve								
Encroachment								✓
Vegetation Control						✓		
Drainage								
State of Culverts						✓		
State of Structures							✓	
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)						✓		
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)							✓	
Carriage way and Shoulder								
Average Width (m):				7.4		✓		
Condition						✓		
Overall Quality of Works						✓		
Remarks:								
Works including grading, culvert installations and building of end structures; impressive.								
Routine manual maintenance should be intensified								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:		Road No.:		Road Length: (km): 4.1				
Ofure – Ombia		Budget (Ushs)						
Monitored by: Eng. Paul Ssesanga						Date: 16 June 2016		
Historical Data								
Dates of Intervention								
	Commencement:							
	Completion:							
Intervention by (Force Account/ Contract)				Technology: (<i>Mechanised</i> / <i>Labour Based</i>) Maintenance				
Scope of Works								
	Routine manual maintenance							
Importance of the Infrastructure								
	Health centres, schools, markets, Settlements and Administrative Centres							
Traffic Pattern: (Heavy, Medium, Light)		Road Type : Paved/ Unpaved						
Season at Inspection: Wet		Terrain: Flat / Rolling / Mountainous						
Field Findings								
						Rating		
						Good	Fair	Poor
Road Reserve								
Encroachment								✓
Vegetation Control						✓		
Drainage								
State of Culverts								✓
State of Structures								
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)							✓	
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)							✓	
Carriage way and Shoulder								
Average Width (m):				5.4			✓	
Condition							✓	
Overall Quality of Works							✓	
Remarks:								
Requires drainage improvement								
Road should be programmed for mechanised maintenance								

ARUA MC

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)							
Road Name:				Road No.:		Road Length: (km): 0.6	
Lumumba road				Budget (Ushs)			
Monitored by: Eng. Paul Ssesanga						Date: 20 June 2016	
Historical Data							
Dates of Intervention							
Commencement:							
Completion:							
Intervention by (Force Account / Contract)				Technology: (Mechanised / Labour Based) Maintenance			
Scope of Works							
Grading and gravelling							
Culvert installation and stone pitching of drains							
Tree planting							
Importance of the Infrastructure							
Urban road							
Traffic Pattern: (Heavy, Medium , Light)				Road Type : Paved/ Unpaved			
Season at Inspection: Wet				Terrain: Flat / Rolling / Mountainous			
Field Findings							
						Rating	
						Good	Fair
							Poor
Road Reserve							
Encroachment							✓
Vegetation Control						✓	
Drainage							
State of Culverts						✓	
State of Structures						✓	
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)							✓
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:							
Gravelling works found in progress							

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:						Road No.:		Road Length: (km): 0.5
Dr. Eric Adriko						Budget (Ushs)		
Monitored by: Eng. Paul Ssesanga						Date: 20 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account / Contract)						Technology: (Mechanised / Labour Based) Maintenance		
Scope of Works								
Grading and gravelling								
Culvert installation and stone pitching of drains								
Tree planting								
Importance of the Infrastructure								
Urban road								
Traffic Pattern: (Heavy, Medium , Light)						Road Type : Paved/ Unpaved		
Season at Inspection: Wet						Terrain: Flat / Rolling / 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):						7	✓	
Condition							✓	
Overall Quality of Works						✓		
Remarks:								
Awaiting gravelling								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:			Road No.:			Road Length: (km): 1		
Afra road			Budget (Ushs)					
Monitored by: Eng. Paul Ssesanga						Date: 20 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account/ Contract)				Technology: (<i>Mechanised</i> / Labour Based) Maintenance				
Scope of Works								
Grading and gravelling								
Culvert installation and stone pitching of drains								
Tree planting								
Importance of the Infrastructure								
Urban road								
Traffic Pattern: (Heavy, Medium, Light)				Road Type : Paved/ Unpaved				
Season at Inspection: Wet				Terrain: Flat / Rolling / 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):				10		✓		
Condition						✓		
Overall Quality of Works						✓		
Remarks:								
Awaiting gravelling								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:						Road No.:		Road Length: (km): 1.5
Asur road						Budget (Ushs)		
Monitored by: Eng. Paul Ssesanga						Date: 20 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account / Contract)						Technology: (Mechanised / Labour Based) Maintenance		
Scope of Works								
Grading and gravelling								
Culvert installation and stone pitching of drains								
Tree planting								
Importance of the Infrastructure								
Urban road								
Traffic Pattern: (Heavy, Medium , Light)						Road Type : Paved/ Unpaved		
Season at Inspection: Wet						Terrain: Flat / Rolling / 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):						8	✓	
Condition							✓	
Overall Quality of Works						✓		
Remarks:								
Awaiting gravelling								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:			Road No.:			Road Length: (km): 0.7		
Terego zone			Budget (Ushs)					
Monitored by: Eng. Paul Ssesanga						Date: 20 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account/ Contract)				Technology: (Mechanised / Labour Based) Maintenance				
Scope of Works								
Grading and gravelling								
Culvert installation and stone pitching of drains								
Tree planting								
Importance of the Infrastructure								
Urban road								
Traffic Pattern: (Heavy, Medium , Light)				Road Type : Paved/ Unpaved				
Season at Inspection: Wet				Terrain: Flat / Rolling / 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):				10		✓		
Condition						✓		
Overall Quality of Works						✓		
Remarks:								
Awaiting gravelling								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:			Road No.:			Road Length: (km): 1		
Awindri Crescent			Budget (Ushs)					
Monitored by: Eng. Paul Ssesanga						Date: 20 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account/ Contract)				Technology: (Mechanised / Labour Based) Maintenance				
Scope of Works								
Grading and gravelling								
Culvert installation and stone pitching of drains								
Tree planting								
Importance of the Infrastructure								
Urban road								
Traffic Pattern: (Heavy, Medium , Light)				Road Type : Paved/ Unpaved				
Season at Inspection: Wet				Terrain: Flat / Rolling / 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:								
Road gravelled								
Drainage improvement required								
Intensification of routine manual maintenance works by road gangs required								

ZOMBO DLG

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:						Road No.:		Road Length: (km): 10
Police – Ayak						Budget (Ushs)		
Monitored by: Eng. Paul Ssesanga						Date: 21 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account / Contract)						Technology: (Mechanised / Labour Based) Maintenance		
Scope of Works								
Bush clearing								
Grading								
Importance of the Infrastructure								
Health centres, schools, markets, Settlements and Administrative Centres								
Traffic Pattern: (Heavy, Medium , Light)						Road Type : Paved/ Unpaved		
Season at Inspection: Wet						Terrain: Flat / Rolling / 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):						5.4		✓
Condition							✓	
Overall Quality of Works							✓	
Remarks:								
Broken culverts should be replaced								
Offshoots should be opened								
Gravelling should be programmed								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:						Road No.:		Road Length: (km): 11.5
Nyandima – Atyak						Budget (Ushs)		
Monitored by: Eng. Paul Ssesanga						Date: 21 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account/ Contract)						Technology: (Mechanised / Labour Based) Maintenance		
Scope of Works								
Bush clearing								
Grading								
Importance of the Infrastructure								
Health centres, schools, markets, Settlements and Administrative Centres								
Traffic Pattern: (Heavy, Medium , Light)						Road Type : Paved/ Unpaved		
Season at Inspection: Wet						Terrain: Flat / Rolling / 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):						5.4	✓	
Condition							✓	
Overall Quality of Works							✓	
Remarks:								
Offshoots should be opened								
Compaction should be incorporated in all grading works								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:			Road No.:			Road Length: (km): 11		
Warr – Alanyi			Budget (Ushs)					
Monitored by: Eng. Paul Ssesanga						Date: 21 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account / Contract)				Technology: (Mechanised / Labour Based) Maintenance				
Scope of Works								
Grading								
Importance of the Infrastructure								
Health centres, schools, markets, Settlements and Administrative Centres								
Traffic Pattern: (Heavy, Medium , Light)				Road Type : Paved/ Unpaved				
Season at Inspection: Wet				Terrain: Flat / Rolling / 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):				5.4			√	
Condition							√	
Overall Quality of Works							√	
Remarks:								
Routine manual maintenance works by road gangs should be intensified								
More offshoots required								

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:			Road No.:			Road Length: (km): 15		
Akwanji – Konga – Pakadha			Budget (Ushs)					
Monitored by: Eng. Paul Ssesanga						Date: 21 June 2016		
Historical Data								
Dates of Intervention								
Commencement:								
Completion:								
Intervention by (Force Account / Contract)				Technology: (<i>Mechanised</i> / Labour Based) Maintenance				
Scope of Works								
Routine manual maintenance								
Importance of the Infrastructure								
Health centres, schools, markets, Settlements and Administrative Centres								
Traffic Pattern: (Heavy, Medium , Light)				Road Type : Paved/ Unpaved				
Season at Inspection: Wet				Terrain: Flat / Rolling / Mountainous				
Field Findings								
						Rating		
						Good	Fair	Poor
Road Reserve								
Encroachment								✓
Vegetation Control						✓		
Drainage								
State of Culverts							✓	
State of Structures							✓	
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)						✓		
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)							✓	
Carriage way and Shoulder								
Average Width (m):							✓	
Condition							✓	
Overall Quality of Works						✓		
Remarks:								
Grubbing works being done by road gangs; drains were in essence cleaned								

APPENDIX 7: 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 funds Disbursement schedule to Das; DA financial records, Bank statements,	Document review and analysis, Field visits, physical sites inspection Interviews	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		
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 timely decision making tracking 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

Objective	Question	Evidence	Source of evidence	Method of collection	Tools of for data collection
Ensure effective collection of data on condition of public roads and identification of various relevant parameters that directly affect delivery of road maintenance services	<i>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?</i>	Real time road conditions data 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
	<i>How will recurrent identification of key policy issues for attention of Board be ensured?</i>	Policy issues paper Lessons learnt report	Minutes of Das Leaders of Das	Document review Interviews	Document review schedule Interview guides
	<i>How will lessons for continuous improvement be identified?</i>	Requisition forms	Quarterly progress reports	Document review	
	What was the respective agency's quarterly requisition?	Requisition forms	Quarterly progress reports	Interviews	Interview guide
Tracking the quarterly and cumulative utilization of funds disbursed to agencies against approved work plans;	For what purpose was it required?	Receipts; Payment vouchers	Bank statements; cashbooks, ledgers	Content analysis	
	When was the release made?	Receipts; Payment vouchers	Bank statements; cashbooks, ledgers	Content analysis	
	How much was released?	Contracts, Payments slips and vouchers, receipts from contractors	Vouchers, progress reports, cashbooks, ledgers, certificates	Content analysis	
	What was it actually utilised for?				
	What is the basis of this unit rate		Discussion, interviews		Interview guide

Objective	Question	Evidence	Source of evidence	Method of collection	Tools of for data collection
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? Have they been rolled over to current FY? Have they been utilised against approved work plans?	Records ; Receipts; Payment vouchers	Financial records for balances at end of previous year ; Contracts paid; review of payments	Document review Interviews	Interviews
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? What are strengths of RF and their agencies? What are the weaknesses of RF and their agencies?	Weather conditions, road user behaviours, capacity of contractors Capacity, systems in place Wastage, abuses	Reports, Stakeholders	Document review, interviews	
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, Progress 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 DRC members	Document review Field visits Interviews	Checklists

Objective	Question	Evidence	Source of evidence	Method of collection	Tools of for data collection
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



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