



ROAD MAINTENANCE MONITORING REPORT QUARTER 4 (July 2012 – June 2013) – FY 2012/13



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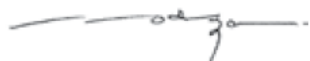
Foreword

This is a monitoring report of road maintenance programmes funded by URF in FY 2012/13 covering the period July 2012 – June 2013.

In the FY 2012/13 Performance Statement and the One Year Road Maintenance Plan, URF committed to monitor and evaluate its operations and performance of designated agencies. This is a tool the Fund employs in assessing 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 of the Fund, through which the Fund tracks implementation of its performance agreements with designated agencies each financial year.

This report covers financial and physical performance of selected designated agencies funded in FY 2012/13. These include 3 UNRA stations under the National Road Maintenance Programme; 5 district road maintenance programmes; and 2 urban roads maintenance programme.

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. Micheal M. Odongo
EXECUTIVE DIRECTOR

October 2013

Executive Summary

FY 2012/13 is the third full year of operation of URF, in which a total of UGX 280.95 billion was budgeted to finance road maintenance activities planned on all public roads across the country, resourced solely by parliamentary appropriations from the consolidated fund. A total of UGX 237.186 billion was realized during the FY, representing budget performance of 84.6%. A total of UGX 273.06 billion was planned for disbursements to institutions designated as road maintenance agencies under section 41 of the URF Act. Total disbursements to the agencies during the FY were at UGX229.962 billion representing 84.2% of the annual planned releases.

ES1 - National Roads

The national roads maintenance programme under UNRA had an approved annual budget allocation of UGX 181.87 billion under the URF FY 2012/13 budget. Planned activities under the programme included manual routine maintenance of 20,175 Km; mechanized routine maintenance of 12,981 Km; mechanized periodic maintenance of 855 Km of unpaved roads; resealing of 50 Km of paved roads; rehabilitation of 9 bridges; maintenance of 175 bridges; operation and maintenance of 9 ferries; operation and maintenance of 6 axle load control weighbridges; and road safety works including road safety awareness campaigns, installation of road signs (2000no.), Road marking (200Km) and demarcation of road reserves (200Km).

Release of funds to the programme during the FY amounted to UGX 138.772 billion, representing 76.3% release of the approved annual budget. In Quarter four, the programme was monitored at the UNRA stations in Kabale, Hoima and Moyo. Findings from the monitoring indicate that: implementation of works was generally behind schedule by 3-months (1-quarter); UNRA stations received funds late (52 days in Q1, 74 days in Q2, and 74 days in Q3. There was no release for road works in Q4) leaving little time for implementation of the quarterly work plans; implementation of works was further delayed by inadequate and late release of fuel for force account activities; serious capacity constraints arising from inadequate staffing and road construction equipment; and for the UGX 44.1bn shortfall in MFPED releases experienced in Q4 affected the implementation of UNRA work plan.

Recommendations - UNRA

Recommended actions for improvement include:

- a) URF should take action to improve timeliness of road maintenance funds at the end-user points through deliberate improvement of systems in URF and UNRA; and pursuing independence from the consolidated fund to obviate delays between MFPED and URF.
- b) UNRA should improve internal systems to minimise delays in provision of fuel at the road maintenance stations; and rationalise fuel provisions with the planned force account works.
- c) URF should continue to advocate for its independence of collection of Road User Charges so as to avoid such abrupt shortfalls in budget cut.

ES2 - DUCAR Network

Road maintenance programmes under the DUCAR network had an approved annual budget allocation of UGX 91.19 billion under the URF FY 2012/13 budget. Planned road maintenance activities on the DUCAR network included routine maintenance of 35,791Km; periodic maintenance of 5,995Km; culvert installation totalling 597 lines; and maintenance of bridges totalling 34no. Release of funds for DUCAR maintenance during the FY amounted to 91.19 billion, representing 100% of the approved annual budget. A number of selected agencies including Amolatar DLG, Dokolo DLG, Gomba DLG, Hoima DLG, Hoima MC, Kabale MC and Maracha DLG were monitored in the fourth quarter.

Findings from the monitoring at selected agencies included:

- i) Unsupported expenditure totalling UGX 90.417 million in Kabale MC.
- ii) Lethargy in implementing the force account policy arising from inadequate understanding and appreciation of the issued implementation guidelines. Crosscutting questions included: costing of works; approach to recruitment and payment of workers; risk and accountability issues.
- iii) Weak capability of the new road construction equipment from China. Graders are weak and frequently breakdown.
- iv) Expenditure on operational costs in excess of the 4.5% limit, which inherently implied diversion of funds from other planned activities.
- v) Comingling of funds was observed across some DUCAR agencies monitored. URF funds were kept in same bank accounts and used interchangeably with funding from other sources like PRDP, DLSP and other road rehabilitation programmes. This enables internal borrowing, which may lead to over expenditures and/or diversion of funds.
- vi) Extensive ravaging of roads by rains leading to premature spot failures; impediment of access; and accelerated deterioration.
- vii) In Hoima and Dokolo DLG, it was observed that the quarterly reports submitted to URF by the agencies were grossly inaccurate and it was very likely that the misrepresentation of both physical and financial progress was deliberate.
- viii) Dysfunctional DRC in all the DUCAR agencies visited.
- ix) Inexperienced grader operators leading to low equipment outputs and high breakdown rates.
- x) Failure to attract gang workers within the recommended areas along the roads.
- xi) Poor remuneration of the grader operators, who are paid safari day allowances of UGX 10,000
- xii) Huge road maintenance backlog across all categories of district roads
- xiii) Delays in receipt of funds for road maintenance at both district (average 74 days from start of each quarter) and town council level (average 78 days from start of each quarter)
- xiv) High unit rate of force account works leading to non-completion of planned works
- xv) Poor quality works on roads – grading without compaction and without provision of drainage facilities.
- xvi) High unit rate of force account works leading to non-completion of planned works
- xvii) Submission of accountability on roads not in the work plan and where no works have been carried out completely in Hoima DLG

- xviii) Failure to provide financial accountability reports reflecting expenditures on URF funded projects in Hoima DLG
- xix) Maintenance of roads outside the approved annual work plans in Hoima MC
- xx) Double funding from URF and LGDP on Nyakandara swamp in Kigorobya TC in Hoima DLG.
- xxi) Late release of quarterly funds is a big challenge to the F/A system, as road gangs do not want to work when there is no money

Recommendations - DUCAR

- a) Kabale MC and Hoima DLG should be audited
- b) DUCAR agencies should be supported to commence, expedite and complete implementation of planned works for FY 2013/14
- c) Soundness of the Chinese equipment distributed among local governments should be reviewed to take advantage of warranty provisions where applicable.
- d) Government should invest in the rehabilitation of the old stock of equipment at the local governments in order to ensure sustainability of the force account policy and to help control the unit cost of road maintenance.
- e) URF should take action to improve timeliness of road maintenance funds at the end-user points through deliberate improvement of fund management and tracking systems in URF; and pursuing independence from the consolidated fund to obviate delays between MFPED and URF.
- f) Coordinate with MoWT to ensure adequate training of machine operators across the country
- g) Expedite establishment of the DRC regulations and coordinate with MoLG on the effective operation of DRCs
- h) Coordinate with MoWT, MoPS, MoLG and MFPED to review remunerations of road gangs under the scheme
- i) Public sensitization and deliberate promotion of the gang system
- j) URF should write an official communication requesting for clear break down of accountabilities from Hoima DLG.
- k) Hoima DLG should submit clear accountabilities on how the funds were spent on Nyakandara swamp in Kigorobya TC
- l) URF needs to review the process of FA regulation and ascertain whether there is still need to make contribution or not so as to avoid wasting resources without value addition;
- m) Training of technical officers, accounting officers, accountants/finance officers, procurement officers and internal auditors on the modalities of the force account scheme should be undertaken so as to minimise unintended mistakes and lethargy in the use of force account;
- n) Soundness of the Chinese equipment distributed among local governments should be reviewed to take advantage of warranty provisions where applicable;
- o) Government should invest in the rehabilitation of the old stock of equipment at the local governments in order to ensure sustainability of the force account policy and to help control the unit cost of road maintenance;
- p) Agencies should be required to open separate bank accounts for URF funding. This should be in appropriate banks within reasonable distance from the DLG;

- q) Pursue strategies to improve adequacy and availability (supply and retention) of technical staff in district works departments;
- r) DAs should be required to regularize all works through submission of a revised work plans;
- s) Operational costs should be revisited to determine a more optimal funding level
- t) Equip districts with water bowsters and vibratory rollers to complete the minimum set of equipment
- u) There may be a case for URF purchasing additional equipment for their Force account units for all UNRA stations.
- v) Additional funds required to undergo effective maintenance.

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List of Acronyms

AREP	-	Annual Road Expenditure Programme
ARMP	-	Annual Road Maintenance Programme
Bn/bn	-	Billion
CARs	-	Community Access Roads
DAs	-	Designated Agencies
DLGs	-	District Local Governments
DUCAR	-	District, Urban and Community Access Roads
FY	-	Financial Year
GoU	-	Government of Uganda
Km	-	Kilometres
KPI	-	Key Performance Indicators
LGs	-	Local Governments
M	-	Million
MCs	-	Municipal Councils
MFPED	-	Ministry of Finance, Planning and Economic Development
MOWT	-	Ministry of Works and Transport
OYRMP	-	One Year Road Maintenance Plan
Q	-	Quarter
RUCs	-	Road User Charges
TCs	-	Town Councils
UGX	-	Uganda Shillings
UNRA	-	Uganda National Roads Authority
URF	-	Uganda Road Fund

1.0 Introduction

1.1 Background

Uganda Road Fund (URF) was created for the purpose of, among others financing routine and periodic maintenance of public roads in Uganda. Funding of road maintenance activities is through disbursements to central and local government institutions designated as road maintenance agencies under Section 41 of the URF Act, 2008.

This FY 2012/13, there are a total of 135 Designated Agencies (DAs) responsible for managing of maintenance of the public roads network. These include 111 District Local Governments (DLGs), 2 authorities (KCCA and UNRA) and 22 municipalities. The DLGs oversee town councils and Sub-counties as their sub-agencies. In total there are 1104 sub-counties and 174 town councils receiving funding for road maintenance as sub-agencies of the DLGs. The DAs and sub-agencies collectively look after a total of 78,000Km of public roads made up of 21,000Km of national roads under UNRA management; 1,100Km of KCCA roads; 18,500Km of district roads; 4,000Km of urban roads managed by town councils; 3400Km of urban roads managed by Municipal councils; and 30,000Km of Community Access Roads (CARs) managed by sub-counties.

A total of UGX 280.284bn under the road maintenance financing plan was passed by Parliament in September 2012, as part of the Transport Sector Ministerial Budget Policy Statement for FY 2012/13. By end of the FY, the Road Fund had received a total of UGX 237.186bn (84.62% of annual budget) from the treasury and disbursed UGX 229.962bn (96.7% of receipts) to the DAs.

Disbursements to the DAs are made by URF on a quarterly basis and accountabilities for the funds are submitted to URF as per terms and conditions of the performance agreements signed with the DAs. Sub-agencies which include town councils and sub-counties receive funding and account through their respective DLGs.

Monitoring and evaluation field visits were undertaken in selected agencies to ascertain their mid-term performance against annual work plans for FY 2012/13. This report presents the findings and recommendations arising from the M&E field visits undertaken in Q4, FY 2012/13.

1.2 Scope

The scope of monitoring was for the period Q1-4 of FY 2012/13 and rolled over funds from FY 2011/12. The exercise covered input – output monitoring of selected road maintenance programmes that were planned for implementation in FY 2011/12 and FY 2012/13.

The report therefore highlights findings of progress made on key planned activities as well as the financial performance of the road maintenance programmes, outlines implementation challenges identified, arising policy issues, and recommendations.

The monitoring exercise covered the road maintenance programmes shown in Table 1.

Table 1: Programmes Monitored in Q4, FY 2012/13

Road Network	Project/ Programme Monitored
National Roads	<ul style="list-style-type: none"> National Roads Maintenance Programme - Hoima, Kabale, Moyo station
District Roads	<ul style="list-style-type: none"> District Roads Maintenance Programmes - Amolatar, Dokolo, Gomba, Hoima, Maracha
Urban Roads	<ul style="list-style-type: none"> Urban Roads Maintenance Programme - Kabale MC, Hoima MC

1.3 Methodology

The monitoring was conducted by staff from the URF monitoring and evaluation department and followed the following steps:

- Desk review of reports and work plans for agencies to be visited;
- Administration of M&E/data collection tools in advance of the field visits;
- Review of relevant financial and technical records at the agencies to validate the completed M&E tools;
- Conducting field inspections;
- Analysis of collected field data and preparation of M&E reports

1.4 Limitations

Limitations to the monitoring activities included the following:

- Critical and overstretched staffing at the URF Secretariat coupled with the delay in procurement of M&E consultants constrained the scope of sampling both in geographical spread and extent of coverage;
- Financial information on expenditures for road maintenance activities obtained at districts and UNRA stations may not be reliable due to absence of a reliable financial management tool at the districts/ stations.
- Some manual routine maintenance activities like cleaning of drains, grass cutting and pothole patching on gravel roads that were done in the first quarter could not be easily verified due to the time lag.

1.5 Structure of the Report

The report is arranged as follows:

Section 1:	Introduction
Section 2:	National Road Maintenance Programme
Section 3:	District, Urban and Community Access Roads Maintenance Programmes
Section 4:	Key Issues, Risks and Recommended Actions

2.0 National Roads Maintenance Programme

2.1 Programme Background

The programme involves activities for maintenance and management of roads on the national roads network totalling 20,562Km under the Uganda National Roads Authority (UNRA). The network is comprised of a network of roads totalling 10,940Km of the 'Original' network and 9,617Km of the 'Additional' network which was classified with effect from July 2009. The programme is recurrent in nature and aims at improving and maintaining interconnectivity across the country by reducing the rate of deterioration of the national roads network, lowering vehicle operating costs and travel time as well as ensuring safety of road users and ferry services.

In FY 2012/13, the programme had an approved annual budget allocation of UGX 181.87 billion under the URF budget. Planned activities under the programme included manual routine maintenance of 20,175 Km; mechanized routine maintenance of 12,981 Km; mechanized periodic maintenance of 855 Km of unpaved roads; resealing of 50 Km of paved roads; rehabilitation of 9 bridges; maintenance of 175 bridges; operation and maintenance of 9 ferries; operation and maintenance of 6 axle load control weighbridges; and road safety works including road safety awareness campaigns, installation of road signs (2,000no.), Road marking (200Km) and demarcation of road reserves (200Km).

Release of funds to the programme during FY 2012/13 amounted to UGX 138.772 billion, representing 76.3% release of the approved annual budget. The programme was monitored at the UNRA station in Hoima, Kabale and Moyo, which have a total road network of 2,745.8Km (13.4% of national road network). Findings from the monitoring were as follows:

2.2 Findings on Physical and Financial Performance

2.2.1 UNRA – Kabale Station

i) Financial Performance

Table 2: Financial Performance at Selected UNRA Stations

Station	Implementation by Force account in FY 2012/13					Implementation by Contract		
	Bal B/F from FY 2012/13 (UGX Million)	Receipts (UGX Million)	Expenditure (UGX Million)	% of total funds Spent	Bal C/F to FY 2013/14 (UGX Million)	Contract Name	Financial Progress (% of Contract Sum)	Remarks
Kabale	289.6	1,854.9	2,144.2	100.0%	Nil	Term maintenance of Ntungamo – Kafunjo – Kakitumba (37Km)	0.0%	Physical progress was at 0.0% against time progress of 4.0%.
						Periodic maintenance of Rukungiri – Mitaano	21.0%	Physical progress was at 58% against time

Station	Implementation by Force account in FY 2012/13					Implementation by Contract		
	Bal B/F from FY 2012/13 (UGX Million)	Receipts (UGX Million)	Expenditure (UGX Million)	% of total funds Spent	Bal C/F to Q1 FY 2013/14 (UGX Million)	Contract Name	Financial Progress (% of Contract Sum)	Remarks
						- Kanungu (45Km)		progress of 108%.
						Periodic maintenance of Muhanga - Kisizi - Kebisoni (61.5Km)	16.0%	Physical progress was at 27.4% against time progress of 85.3%.
						Urgent repair of Katuna - Rubaya - Muko (67Km)	80.2%	Physical progress was at 100.0%. Substantially complete and final certificate issued.
						Urgent repair of Kabale - L.Bunyonyi; Access to Kachwekano research centre; Ikumba - Nfasha - Ruhija - Butogota (94Km)	56.0%	Physical progress was at 54.0% against time progress of 593.5%.
						Urgent repair of Rukungiri - Ruhinda and Rukungiri - Kabira (35Km)	67.0%	Physical progress was at 67.0% against time progress of 550.3%.
						Urgent repair of Rwashamaire - Rwahi and Rwentobo - Ngoma - Kazinga (57Km)	58.9%	Physical progress was at 49.0% against time progress of 559.4%.
Approved Budget Estimates UGX 181.87 billion Releases as at time of monitoring in Q2 FY 2012/13 amounted to UGX 138.772 billion (76.3% of annual budget) Expenditure as at end of Q4 FY 2012/13 amounted to UGX 138.772 billion (100% of releases)								

Source: UNRA Station Engineer, Kabale

As shown in Table 2, during FY 2012/13 the programme received a total of UGX 138.772 billion (76.3% of annual budget) through disbursements from URF. Releases to the UNRA station in Kabale however amounted to UGX 1.855 billion, which was released mainly for road maintenance works by force account; routine manual maintenance activities; maintenance of bridges and road safety activities. Expenditure of the funds at the station was at UGX 2.143 billion which also included expenditure of the UGX 289.6 million rolled over from FY 2011/12. Table 2 also shows financial performance of contracted works at the station, for which payments are effected from the UNRA headquarters. It can be seen that the on-going contracted works were generally performing below the observed physical progress however 3 of the contracts had taken exceptionally long to complete. Performance of releases to the UNRA station in Kabale was as shown in Table 3.

Table 3: Performance of Releases to UNRA station in Kabale, FY 2012/13

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25%	50%	75.4%	76.3%	Cumulatively

Item	Q1	Q2	Q3	Q4	Remarks
Date of MFPED release	9 Aug 2012	14 Nov 2012	31 Jan 2013	4 Jun 2013	
% of annual Budget released by URF	25%	50%	75.4%	76.3%	Cumulatively
Date of URF release	17 Aug 2012	27 Nov 2012	22 Feb 2013	4 Jun 2013	
Date of UNRA/HQ release	21 Aug 2012	14 Dec 2012	24 Mar 2013	26 Jun 2013	
Delay from start of quarter	51 days	74 days	82 days	86 days	Calendar days
Delay from date of URF release	4 days	17 days	30 days	22 days	Calendar days

In FY 2012/13, the station received a total of UGX 1,854.9 million planned to be used as follows: UGX 704.6 million for partial maintenance works on 20 roads totalling 611.4Km, by force account; UGX 120.5 million on mechanical repair of equipment; UGX 143.8 million on operational costs; UGX 656.3m on routine manual maintenance on 967.5Km; UGX 40.0 million on road safety activities; and UGX 189.7 million on maintenance of Bridges. Expenditure by category was as follows: UGX 990.8 million (46.2% absorption) on road maintenance works; UGX 746.5m (34.8% absorption) on routine manual maintenance; UGX 106.7m (5.0% absorption) on operational costs; UGX 139.7m (6.5% absorption) on mechanical repairs; UGX 8.9 million (0.4% absorption) on road safety activities; UGX 151.7 million (7.1% absorption) on maintenance of bridges. All planned mechanised routine maintenance works that were funded during the FY had either been completed or commenced by the end of the FY. Works on some roads was however not completed and attendant funds utilised on other activities, mainly routine manual maintenance (LBCs), mechanical imprest and office imprest. Table 4 shows the detail of financial performance of UNRA Kabale station in FY 2012/13.

Table 4: UNRA Kabale Financial Performance in FY 2012/13

Item	Balance B/F from FY 2011/12, UGX Million	Total Receipts, FY 2012/13, UGX Million	Total Available Funds, FY 2012/13, UGX Million	Total Expenditures , FY 2012/13, UGX Million	Expenditure as % of Receipts	Expenditure as % of total available funds
Routine Manual Maintenance	(28.161)	656.295	628.134	746.489	40.2%	34.8%
Routine Mechanized maintenance by force account	345.543	704.600	1,050.143	990.772	53.4%	46.2%
Mechanical repairs	-	120.455	120.455	139.677	7.5%	6.5%
Road Safety activities	-	40.000	40.000	8.867	0.5%	0.4%
Maintenance of Bridges	(13.760)	189.670	175.910	151.654	8.2%	7.1%
Operational costs	(14.041)	143.839	129.798	106.732	5.8%	5.0%
Totals	289.581	1,854.859	2,144.440	2,144.191	115.6%	100.0%

ii) Physical Performance

The station has a total road network of 1180.9Km, of which 176.3Km (14.9%) is paved and 1,004.6Km (85.1%) are gravel roads. The network includes 706.5Km of roads from the additional road network that was upgraded to national roads in FY 2009/10. The road network extends into 8 districts that include Bushenyi, Kabale, Kanungu, Kisoro, Mitooma, Ntungamo, Rubirizi and Rukungiri. Planned maintenance activities during FY 2012/13 included:

- Routine manual maintenance on 967.5Km (81.9% of total network);
- Mechanised maintenance using only contracts on 144Km (12.2%);
- Mechanised maintenance using term contracts on 382.5Km (27.8%);
- Mechanised maintenance using only force account on 362.7Km (30.7%); and
- Periodic maintenance using contractors on 144.5Km (12.2%)

In addition, funds were released for emergency works on 4 roads totalling 143Km¹ to provide alternative access to Kanungu district after the collapse of Mitaano Bridge on Rukungiri – Kanungu road. The roads had originally been planned for routine mechanised maintenance.

A total of 201.2Km² (17.0%) of the network which was being upgraded to paved standard had no planned road maintenance activities during the year.

a) Maintenance using contracts

In FY 2012/13 maintenance works using contracts were planned on a total of 617Km (52.2%), of which 328.5Km was planned to have term contracts; 144Km was planned to have routine mechanised maintenance; and 144.5Km was planned to have periodic maintenance. At the time of monitoring, done on 4th and 5th September 2013, ongoing contracts included:

- Term maintenance contract on Ntungamo – Kafunjo – Kakitumba road (37Km);
- Routine mechanised maintenance on 4 roads totalling 253Km³;
- Periodic maintenance contracts on Rukungiri – Mitaano – Kanungu (45Km) and Muhanga – Kisizi – Kebisoni (61.5Km)

Routine manual maintenance using petty contractors had been undertaken on a total of 967.5Km. All the works were supervised by the UNRA Station Engineer Kabale with the exception of periodic maintenance works, which were supervised by a consultant. The field inspection observations were as shown in Table 5.

Table 5: UNRA – Kabale - Site observations on works implemented by Contracts, FY 2012/13

Sn	Road Name	Site Observations
1	Muhanga – Kisiizi – Kebisoni (61.5Km) <i>received periodic maintenance</i>	The road had been graded and some new culvert crossings installed. The contractor was on site undertaking gravel works which had been completed on 3Km and gravel damped on 11.4Km. The riding surface along the road was still generally good but with a few isolated potholes in the sections yet to be gravelled. Labour based contractors for routine manual maintenance were seen along the road.

¹ Kihikihi – Burama (26Km); Kanungu – Kihikihi – Ishasha (32Km); Hamurwa – Kerere – Kanungu (47Km); and Kanungu – Rugyeyo – Kisizi (38Km)

² Kabale – Muhanga – Ntungamo (79.5Km); Kabale – Katuna (22.5Km); Kabale Town Access (4Km); Kagamba – Ishaka (35.2Km); and Kisoro – Ikumba (60.0Km)

³ Katuna – Rubaya – Muko (67Km); Kabale – L.Bunyonyi (8.2Km); Access to Kachwekano research centre (4.0Km); Ikumba – Nfasha – Ruhija – Butogota (65Km); Rukungiri – Ruhinda (17Km); Rukungiri – Kabira (15Km); Rwashamairu – Rwahi (38Km); and Rwentobo – Ngoma – Kazinga (18Km)

Sn	Road Name	Site Observations
2	Rukungiri – Mitaano – Kanungu (44.5Km) <i>received periodic maintenance</i>	The road had been graded and gravelled with culvert installation and drainage works still in progress. The riding surface was still in good condition however the contractor faced operational challenges with landslides, rolling boulders and the bottleneck at Mitaano bridge, which was impassable.
3	Kabale – Lake Bunyonyi (8.2Km) <i>received routine mechanised maintenance by contracting</i>	The road had been graded under a mechanised routine maintenance contract which started in FY 2010/11 and dragged on until FY 2012/13 when it ended. The road had been re-graded in FY 2011/12 by the contractor and in FY 2012/13 by the UNRA station using force account. The road was generally still in good condition but with a few isolated potholes.



UNRA Kabale: Sections of Muhanga – Kisizi – Kebisoni road which was under periodic maintenance. (L) A section where grading had been completed. (C) A poorly installed culvert with poor discharge. (R) A poorly installed culvert with fully silted outflow channel



UNRA Kabale: Sections of Muhanga – Kisizi – Kebisoni road which was under periodic maintenance. (L) A hanging culvert with heavy scouring in the outlet channel. (C) Gravel damped on some sections of the road. (R) A completed graveled section of the road at Kebisoni.



UNRA Kabale: Sections of Rukungiri – Mitaano – Kanungu road which was under periodic maintenance. (L) A section where gravelling had been completed. (C) The collapsed Mitaano Bridge. (R) A Section of Kabale – Bunyonyi road, which underwent routine mechanized maintenance

b) Maintenance using Force account

In FY 2012/13 force account interventions were planned to be done on a total of 362.7Km (30.7%). In addition however, funds were released for emergency works on 4 roads totalling 143Km⁴ to provide alternative access to Kanungu district after the collapse of Mitaano Bridge on Rukungiri – Kanungu road. The roads had originally been planned for routine mechanised maintenance. The scope of works under force account included: grading, spot gravelling, patching (using gravel/ Asphalt/surface dressing), emergency repairs of roads and bridges and limited drainage improvement. Other works planned to be implemented by force account included road safety works mainly covering construction of humps on selected roads.

At the time of the monitoring field visit, road maintenance works by force account had been done on a total of 279.2Km including the 153.5Km of funded under emergency works. The roads maintained by force account interventions were visited on 4th and 5th September 2013 and the respective observations shown in Tables 6 and 7 were made.

Table 6: UNRA – Kabale - Site observations on works implemented by force account, FY 2012/13

Sn	Road Name	Site Observations
1	Butobere – Muyumbu – Rwamucucu (18.5Km) received routine mechanised maintenance by force account	The road had been graded and gravelled in selected sections. Four lines of culvert crossings had been installed and the road was still generally in good condition but with a few isolated potholes.
2	Kigatta – Kabunyonyi (old Kabale road 20.2Km) received routine mechanised maintenance by force account	The road had been graded and gravelled in some selected sections. The riding surface was still good in the gravelled sections but was fair/poor in the sections that had not been gravelled. The works were completed in Q4 FY 2012/13.

⁴ Kihhihi – Burama (26Km); Kanungu – Kihhihi – Ishasha (32Km); Hamurwa – Kerere – Kanungu (47Km); and Kanungu – Rugyeyo – Kisizi (38Km)

Sn	Road Name	Site Observations
3	Ntungamo – Kagamba – Rukungiri (50.5Km) received routine mechanised maintenance by force account	Maintenance works that had been undertaken along the road included pothole patching and painting of rumble strips and guardrails. The road was generally still in good condition, with minimal pothole patches and surface repairs required/undertaken.



UNRA Kabale: Sections of Butobero – Mutumbu - Rwamucucu road which was routinely maintained using force account. Sections where grading had been completed and routine manual maintenance works had been evidently done.



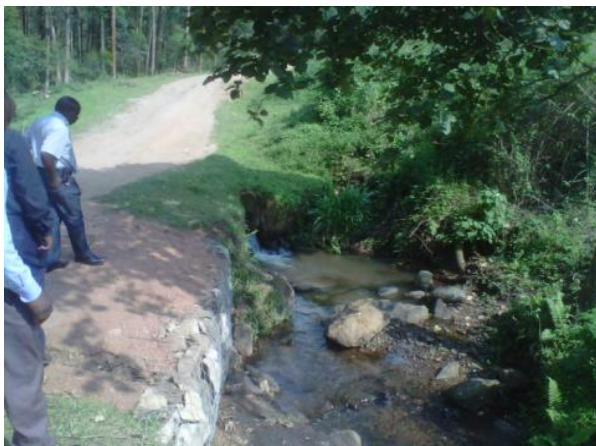
UNRA Kabale: Sections of Kigata - Kabanyonyi road which had routine maintenance using force account.



UNRA Kabale: Sections of Ntungamo – Kagamba – Rukungiri road which had routine maintenance using force account and road safety works done in selected sections.

Table 7: UNRA – Kabale - Site observations on works implemented under emergency funding, FY 2012/13

Sn	Road Name	Site Observations
1	Rwerere – Bugangari (10.8Km) <i>received routine mechanised maintenance under emergency funding</i>	The road had been graded and was still generally in fair condition but with a number of spot surface failures. One bridge along the road – Rubare Bridge had been repaired and widened.
2	Kihihi – Nyamirama – Buruma (35.0Km) <i>received routine mechanised maintenance under emergency funding</i>	The road had been graded and gravelled in several selected sections. Approximately 50m of gabion works had been constructed along the river banks adjoining the road. Other works included repainting and maintenance works on Ntungwa bridge including installation of wooden plunks on one side of the pedestrian walkways and installation of delineators along the flood prone approaches to the bridge.
3	Kanungu – Kihhihi - Ishasha (33.0Km) <i>received routine mechanised maintenance under emergency funding</i>	The road had been graded and gravelled in selected sections. The riding surface in the section between Kihhihi and Ishasha Junction was still generally in fair condition but with overgrown grass along the shoulders and side drains. The riding surface in the section between Kanungu and Kihhihi had however deteriorated with several potholes partly due to the relatively high traffic.
4	Kanungu – Rugyeyo – Kabaranga – Kisiizi (39.0Km) <i>received routine mechanised maintenance under emergency funding</i>	The road had been graded and gravelled in several selected sections; however the riding surface had deteriorated and was in fair/poor condition. The road required urgent re-grading to restore interconnectivity with Kanungu district.



UNRA Kabale: Sections of Rwerere - Bugangari road where emergency works were done using force account. (L) Extension of an existing bridge. (R) Gabion works to protect a section of the road.



UNRA Kabale: Sections of Kihikihi – Nyamirama - Burama road where emergency works were done using force account. (L) A spot graveled section; (C) River Ntungwa running parallel to the road where it flooded; (R) Gabion works done to protect the road and delineators in the background to guide traffic through flooded section.



UNRA Kabale: Sections of Kihikihi – Nyamirama - Burama road where emergency works were done using force account. (L) Repainted Bailey bridge across river Ntungwa; (C) Wooden plunks installed on one side of the pedestrian walkways at the bridge; (R) Culvert extended to widen the road in a selected section



UNRA Kabale: Graveled Sections of Kanungu – Kihikihi – Ishasha road where emergency works were undertaken using force account.

c) Implementation Challenges

Implementation challenges at the station included:

- old and dilapidated equipment with extensive breakdowns and high maintenance costs;
- late release of funds and fuel, which affected programmed works and capacity of the station to respond to emergency repairs especially in rainy seasons;
- landslides on some roads, which hindered interconnectivity of the road network; and
- Scarcity of gravel material in some areas under Kabale Station.

d) Mainstreaming of Crosscutting Issues

The team was informed that in the areas of HIV awareness, environmental protection and gender, the station had mainstreamed only to the extent of the current organisational policies. They however observed that more needed to be done to achieve gender parity; prominence as a partner in the fight against HIV; use of energy efficient methods; and promotion of green areas at UNRA stations/along UNRA roads.

2.2.1.1 Key Issues UNRA station - Kabale

The key issues from the findings at the UNRA station in Kabale were as summarised in Table 8.

Table 8: Key Issues - UNRA Kabale

SN	Generic Findings		Strategies for improvement
	Finding	Risk/Effect	
1.	Late receipt of funds for road maintenance works leading to delays in implementation of planned works	Failure to implement works as per the work plan	Improve timeliness of road maintenance funds through monthly collection and disbursement of Road User Charges.
2.	Obsolete equipment with high breakdown rate and high maintenance costs	Failure to implement	UNRA should review and acquire more road maintenance equipment

SN	Generic Findings		Strategies for improvement
	Finding	Risk/Effect	
		planned works within the FY	in order to improve efficiency and effectiveness
3.	Mismatch in quarterly release of fuel; funds for materials/allowances; and funds for maintenance of equipment	Failure to implement planned works within the FY	UNRA should improve internal systems to minimize delays in transfer of funds to stations. Improve timeliness and adequacy of road maintenance funds through monthly collection and disbursement of Road User Charges.
4.	Scarcity of gravel for maintenance of roads in most areas under the station	High unit cost of road maintenance	UNRA should fast track the use of alternative technologies for roads in areas where gravel is scarce

2.2.2 UNRA – Hoima Station

i) Financial Performance

Table 9: Financial Performance of works at UNRA – Hoima Station

Station	Implementation by Force account in FY 2012/13					Implementation by Contract		
	Bal B/F from FY 2012/13 (UGX Million)	Receipts (UGX Million)	Expenditure (UGX Million)	% of total funds Spent	Bal C/F to Q1 FY 2013/14 (UGX Million)	Contract Name	Financial Progress (% of Contract Sum)	Remarks
Hoima	576.2	2,061	2,634.6	99.9%	2.64	Periodic Maintenance of Kabwoya – Kituti - Buhuka (48Km)	95%	42km had been worked on; 6km is rocky escarpment and not motorable. Retention of 5% was yet to be paid
						Periodic Maintenance of Hoima(Parajwoki)-Biiso (38.2Km)	95%	Substantially completed in April 2013; Term maintenance contract planned to begin in July 2013.
						Urgent repair works on; • Bugambe–Buseruka (18.2km) • Buseruka-Kigorobya (17.5km) • Rwera-Kaseeta (15.5km) • Kidoma – Bugambe (14km) • Bulera PTC access (2km) • Bukwiriri-Ntwetwe (39.6km) • Kyehooro link (13km)	95%	Substantially completed on 10th Sept, 2012. Retention of 5% was yet to be paid
						Urgent repair works on Bukwiriri – Ntwetwe – Sirimula Road (40km)	95%	Substantially completed on 14th Sept, 2012;

Station	Implementation by Force account in FY 2012/13					Implementation by Contract		
	Bal B/F from FY 2012/13 (UGX Million)	Receipts (UGX Million)	Expenditure (UGX Million)	% of total funds Spent	Bal C/F to Q1 FY 2013/14 (UGX Million)	Contract Name	Financial Progress (% of Contract Sum)	Remarks
								Retention of 5% was yet to be paid
Approved Budget Estimates UGX 181.87 billion								
Releases as at time of monitoring in Q2 FY 2012/13 amounted to UGX 138.772 billion (76.3% of annual budget)								
Expenditure as at end of Q4 FY 2012/13 amounted to UGX 138.772 billion (100% of releases)								

Source: UNRA Road Engineer/ Accountant, Hoima

As shown in Table 9, during FY 2012/13, the station received a total of UGX 2.061 billion (93.1% of annual budget) through disbursements from UNRA headquarters, which was released mainly for road maintenance works by force account; routine manual maintenance activities; mechanical repairs and administration expenses. Table 9 also shows financial performance of contracted works at the station, for which payments are effected from the UNRA headquarters. It can be seen that the financial performance of all contracts was at 95% and the works were substantially completed.

The contracts for grading and spot gravelling of the several roads, urgent repairs of Bukwiriri – Ntwetwe – Sirimula Road (40km) were delayed due to poor mobilization by the contractor, rainfall encumbrances in 2011 and delayed payments. The contracts were completed in September 2012 instead of August 2011 when they had been planned for completion.

Performance of releases to the UNRA station in Hoima was as shown in Table 10.

Table 10: Performance of Releases to UNRA station in Hoima, Q1-4 FY 2012/13

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25%	50%	75.5%	-	Cumulatively; no release in Q4
Date of MFPED release	9 Aug 2012	14 Nov 2012	31 Jan 2013		
% of annual Budget released by URF to UNRA H/Qtrs	25%	50%	75.5%	-	Cumulatively; no release in Q4
Date of URF release	17 Aug 2012	27 Nov 2012	22 Feb 2013		
% of annual Budget released by UNRA/HQ (only force account activities and operations)	30.3%	55.9%	93.1%	-	Cumulatively; no release in Q4
Date of UNRA/HQ release	21 Aug 2012	13 Dec 2012	7 Mar 2013		
Delay from start of quarter	52 days	74 days	66 days		Calendar days
Delay from date of URF release	4 days	14 days	13 days		Calendar days

As shown in Table 11, during the first three quarters of FY 2012/13, the station received a total of UGX 2.06 billion planned to be used as follows: UGX 1.172 billion on maintenance works by force account on 20 roads totalling 425Km; UGX 142.7 million on mechanical repair of equipment; UGX

67.1 million on operational costs; UGX 426.3 million on routine manual maintenance of 653.9Km; and UGX 253.3 million for ferry operation and maintenance. Expenditure by category was as follows: UGX 618.8 million (52.8% of budget) on road maintenance works; UGX 336.3 million (78.9% of budget) on routine manual maintenance; UGX 69.3 million (103.2% of budget) on operational costs; UGX 93.5 million (65.5% of budget) on mechanical repairs; and UGX 131.0 million (51.7% of budget) on ferry operations and maintenance. Total expenditure of received funds amounted to UGX 1.249 billion representing 60.6% absorption.

Table 11: UNRA Hoima Financial Performance in FY 2012/13

Item	Total Receipts, FY 2012/13, UGX Million	Total Expenditures, FY 2012/13, UGX Million	Expenditure as % of Receipts
Routine Manual Maintenance	426.3	336.3	78.9%
Routine Mechanized maintenance by force account	1,172	618.8	52.8%
Mechanical repairs	142.7	93.5	65.5%
Ferry operation and maintenance	253.3	131.0	51.7%
Operational costs	67.1	69.3	103.3%
Totals	2,061.4	1,248.9	60.6%

ii) Physical Performance

The station has a total road network of 1078.9Km, of which 93Km (8.62%) is paved and 985.9Km (91.38%) are gravel roads. The network includes 565.3Km of roads from the additional road network that was upgraded to national roads in FY 2009/10. The road network extends into 5 districts that include Hoima, Kyankwanzi, Kiboga, Kibaale and Buliisa.

Planned maintenance activities during FY 2012/13 included:

- Routine manual maintenance on 993.4Km (92.1% of total network);
- Mechanised maintenance using only force account on 816.1Km (75.6%); and
- Two roads, Kabwoya – Kituti - Buhuka (42Km) and Hoima (Parajwoki)-Biiso (38.2Km) totalling to 80.2km were planned for periodic maintenance in FY 2012/13.

Two contracts under emergency works that rolled over from FY 2010/11 totalling to 159.8 Km were completed during the FY 2012/13.

a) Maintenance using contracts

In FY 2012/13 Periodic maintenance works were planned on two Roads totalling 80.2Km (7.4%). At the time of monitoring, done on 17th – 18th July 2013, all the works under these contracts had been completed but retention payment not paid calling for a spill over to FY 2013/14.

Two contracts under emergency works that commenced in FY 2010/11 totalling to 159.8 Km were completed during the first quarter and the final certificates were prepared in the 3rd quarter of FY 2012/13. The roads were:

Bugambe–Buseruka (18.2km), Buseruka-Kigoroby (17.5km), Rwera-Kaseeta (15.5km), Kidoma – Bugambe (14km), Bulera PTC access (2km), Bukwiriri-Ntwetwe (39.6km), Kyehooro link (13km) and Bukwiriri – Ntwetwe – Sirimula Road (40km)

Routine manual maintenance using petty contractors had been done on a total of 993.4Km. All the works were supervised by the UNRA Station Engineer Hoima.

The following were the field findings during the monitoring:

1) Kabwoya – Kituti - Buhuka (48Km)

The contract for the periodic maintenance of 48Km of the road from Hoima municipal council through Kituti to Buhuka was awarded to Adman source and Contacts Ltd and involved grading, full re-gravelling and drainage improvement along the entire road, at a total contract price of UGX 1.492 billion. Civil works commenced on 23rd Oct 2012 and were expected to be completed by 22nd April 2013. There being no variations in the contract, the contractor managed to substantially complete the project and the last certificate prepared in April, 2013. Retention money had not yet paid.

During the site visit on 17th July 2013, the monitoring team observed that:

- The first 40.5Km, re-gravelling had been done, the adjacent 4km was a rocky escarpment and non-motorable, the next 3.5km was low lying with deep transverse gullies that needed extensive earthworks.
- Some sections of the road had developed isolated potholes, spot failures and some culverts drain lines were blocked. Some of the failures were as a result of construction defects while others were due to Human activities of intentionally blocking the culvert drain lines and all that required rectification.



UNRA Hoima: Sign board for the contract details (LHS) and Section of Kabwoya – Kituti road (RHS) maintained and completed in Q3 FY 2012/13



UNRA Hoima: Blocked Culvert drain line (LHS) and Section of the road with developed isolated potholes (RHS)

2) Hoima – Biiso (38.2Km)

The contract for the periodic maintenance of 38.2Km of the road from Hoima municipal council to Biiso in Buliisa district was awarded to M/s Romax Holdings Ltd and involved reshaping of the road by heavy grading, drainage improvement and gravelling along the entire road with 150mm gravel wearing course, at a total contract price of UGX 1.130 billion. Civil works commenced on 25th Aug 2010 and were expected to be completed by 24th April 2011. The works were however substantially completed in April 2013 and were still under the defects liability period. The delays were attributed to poor mobilization of the contractor, rainfall encumbrances in 2011 and delayed payments.

During the site visit on 17th July 2013, the monitoring team observed that the entire road had been graded, gravelled and provided with adequate drainage facilities. The road was generally still in good condition with the riding surface and drainage structures still in good shape.

b) Maintenance using Force account

In FY 2012/13 force account interventions were planned to be done on 816.1Km (75.6%). The scope of works under force account included: grading, spot gravelling, patching (using gravel/ Asphalt/surface dressing), emergency repairs of roads and bridges and limited drainage improvement. The roads maintained by force account interventions were visited on 17th and 18th July 2013.

At the time of the monitoring field visit, planned mechanised routine maintenance works using force account had been done on 21 roads totalling 713.1Km including:

- Pothole patching and drainage works at box culverts on Hoima – Kiboga – Lwamata, 95Km⁵; and
- Routine mechanised maintenance on 20 unpaved roads totalling 618.1Km⁶, had been completed.

The monitoring team visited some of the works done by Contract and force account and made the observations shown in Table 12.

Table 12: UNRA Hoima - Site observations on works implemented under the FY 2012/13 work plan

Sn	Road Name	Site Observations
1	Hoima – Kiboga - Lwamala road (95Km) <i>Pothole patching, Drainage works at box culverts locations</i>	No patches were seen along the road. At some sections of the box culverts, clearance was done and others were still blocked and needed UNRA's intervention.
2	Buseruka – Bugambe (18.2km) <i>grading and spot gravelling</i>	The road was on average 5.0m wide and approximately 4Km of the road had been graded. No other activity was observed on site.
3	Buseruka – Kigoroby (17.5Km) <i>grading and spot gravelling</i>	Routine manual maintenance was evident along the entire road; spot gravelling had been done, with limited drainage improvements. The riding surface had however started failing with corrugations, and cross-drains on shoulders observed in some sections. The timber bridge at chainage 12.8km is in a sorry state and needs UNRA's intervention. The road was in a fair condition.

Table 13 shows site observations on roads under emergency works that rolled over from FY 2010/11. The works were completed during the first quarter and final certificate prepared in the 3rd quarter of FY 2012/13.

Table 13: UNRA Hoima - Site observations on works rolled over from FY 2010/11

Sn	Road Name	Site Observations
1	Bugambe–Buseruka (18.2km),	Routine manual maintenance was evident along the entire road, limited drainage improvements, broken culverts were observed at chainage 13.4km, gullies along the road and water was crossing the road at chainage 12.7 – 12.8km, surface failure with corrugations around 0.15km, and potholes observed at some sections.
2	Buseruka-Kigoroby (17.5km)	The road had also been worked on in FY2012/13 under force account and Routine manual maintenance was evident along the entire road, spot gravelling had been done, with limited drainage improvements. The riding surface had however started failing with corrugations, and cross-drains on shoulders observed in some sections. The timber bridge at chainage 12.8km was in a sorry state and needed UNRA's intervention.

⁵ Entire 95km of patching and drainage works at box culverts done in-house by UNRA and patching of isolated potholes to continue

⁶ Buhimba – Kabale swamp(16Km); Kigadi – Kibaale (40.2Km); Bukwiri – Kyankwanzi (30Km); Kiziranfumbi – Kabaale (25.4Km); Hoima – Kiziranfumbi (24.8Km); Kiziranfumbi – Kabwoya (17.7Km); Kabwoya – Kagadi (49.8Km); Kagadi – Muzizi (15Km); Mairirwe – Bugambe – Katasiha (23.9Km); Katasiha – Waaki (22Km); Bugambe – Buseruka (18.2km); Masodde – Nkooko – Nalweyo (70.5km), Kibaale-Kyebando – Pacwa (46.3km); Buseruka – Kigoroby (17.5km); Isunga – Bugwara – Kikwaya (35.6km); Kwezige – Mabaale (30.5km); Buseruka – Tonya (29.5km); Bukomero – Kyankwanzi (68.2km); Bukwiri – Kikuya (18km) and Kyenda – Banda – R (37km)

Sn	Road Name	Site Observations
		The road was in a fair condition.
3	Rwera-Kaseeta (15.5km)	Routine manual maintenance was evident along the entire road, limited drainage improvements, surface failure with corrugations, potholes observed at some sections and the road was almost impassable at chainage 9.8km because of a big pothole along the road.
4	Kidoma – Bugambe (14km)	Routine manual maintenance was evident along the entire road, Gullies, surface failure with corrugations, potholes observed at some sections.
5	Bulera PTC access (2km)	Road had been opened with sections of natural gravel evident, no culverts installed along the entire stretch of the road, no routine maintenance works conducted and gullies along the road.
6	Bukwiriri – Ntwetwe – Sirimula Road (40km)	Routine manual maintenance was evident along the entire road, limited drainage improvements, surface failure with corrugations, potholes observed at some sections.

Some sections of the above roads are shown in the photographs below:



UNRA Hoima: Sections of Kigoroby- Buseruka road showing the timber bridge in a very sorry state (LHS) and sections where Routine manual maintenance had been carried out



UNRA Hoima: Sections of Kidoma – Bugambe road showing potholes requiring immediate intervention



UNRA Hoima: Sections of Kaseta - Rwera road showing pothole and Surface failure (LHS) and Blocked culvert line (RHS)



UNRA Hoima: Sections of Kaseta – Rwera impassable section, end of the road and connection to Kabwoya - Kituuti Road maintained in FY 2012/13 using force account



UNRA Hoima: Sections of Kigorobya- Buseruka road maintained in Q1 & Q2, FY 2012/13 using force account



UNRA Hoima: Headwall failure along Kabwova - Kituti road maintained in FY 2012/13 by contract



UNRA Hoima: Sections of gravel along Bulera PTC access road; and bushy sections of the road



UNRA Hoima: Sections of Ntwetwe – B road showing heavy scouring in side drain (LHS); and loose riding surface (RHS)

c) **Emergency Works on Kibaale-Kyebando-Pachwa (Kyebando Swamp Raising):**

Scope of works: Filling of hard cores to base of embankment, culvert installation, swamp raising, headwall construction, swamp clearing, stream channel clearing, gabion

Funds Released: UGX. 128,700,000

Table 14 shows the programmed activities as compared to executed works.

Table 14: UNRA Hoima - Programmed activities vs. executed activities on Kibaale-Kyebando-Pachwa

No.	Activity	Works Programmed			Executed works		
		Location	Quantity		Location	Quantity	
1	Swamp Raising	16+500-16+900	0.4 km	4000m ³	16+450 - 16+700	0.25km	5,046m ³
2	Culvert Installation	16+500-16+900		42m	16+450 - 16+700		42m
3	Headwall Construction	16+500-16+900		25m ³	16+450 - 16+700		15m ³
4	Gabion Works	16+500-16+900		60m ³	16+450 - 16+700		5m ³
5	Mitre drain/Channel clearing	16+500-16+900		500m	16+450 - 16+700		1000m
6	Swamp clearing	16+500-16+900		10,000m ²	16+450 - 16+700		10,000m ²
7	Hardcore fill to base of embankment	16+500-16+900		60m ³	16+450 - 16+700		126m ³

Table 15 shows how the resources were utilized on this road.

Table 15: UNRA Hoima - Resources Utilized (equipment excluded)

No.	Activity	DESCRIPTION OF RESOURCES	Programmed Expenditure		Actual Expenditure	Cost/funds utilised (UGX)
			Quantity	Cost (UGX)	Quantity	
1	Swamp Raising	gravel	4000m ³	24,000,000	5,046m ³	30,276,000
2	Culvert Installation	culverts	42m	37,800,000	42m	40,639,000
3	Headwall Construction	Hardcore	26m ³	1,040,000	15m ³	600,000
		sand	30m ³	900,000	30m ³	900,000
		cement	100bgs	3,200,000	30bgs	990,000
4	Gabion Works	Hardcore	60m ³	2,400,000	5m ³	200,000
5	Hardcore fill to base of embankment	Hardcore	60m ³	2,400,000	126m ³	5,040,000
6	Allowances & Hired labour	allowances & hired labour	30 nights	24,060,000	30 nights	14,044,400

No.	Activity	DESCRIPTION OF RESOURCES	Programmed Expenditure		Actual Expenditure	Cost/funds utilised (UGX)
			Quantity	Cost (UGX)	Quantity	
7	Tipper hire	-	-	-	3 days	1,950,000
8	Fuel		9,400 lts	32,900,000	8485 lts & lubs	34,060,600
TOTAL				128,700,000		128,700,000

Table 16 shows the actual M&E findings on this road

Table 16: UNRA Hoima -Actual M&E Findings on Kibaale-Kyebando-Pachwa

No.	Activity	DESCRIPTION OF RESOURCES	Actual findings from M&E				Remarks
			unit cost	length	quantity	cost	
1	Swamp Raising	gravel	6,000	0.200km	4036.8m ³	24,220,800	Total length of the swamp was 200m and not 250m.
2	Culvert Installation	culverts	967,595		42m	40,639,000	7 culvert lines had been laid
3	Headwall Construction	Hardcore	40,000	Averagely: thickness =0.3m; length=1m; height=1.5m	6.3m ³	252,000	Averagely, the length of the constructed headwalls were 1.5m, height was 1m, and thickness was 0.3m
		sand	30,000		12.6m ³	378,000	In accordance to the ratios they used for hardcore: sand: cement, the actual quantity of sand used was 12.6m ³ .
		cement	33,000		13 bags	429,000	In accordance to the ratios they used for hardcore: sand: cement, the actual quantity of cement used was 13 bags.
4	Gabion Works	Hardcore	40,000		5m ³	200,000	Gabions were laid along the main stream for headwall construction
5	Hardcore fill to base of embankment	Hardcore	40,000	0.2Km			From visual inspection, hardcore fill to base of embankment had not been carried out except that they had damped hardcore to provide a firm base for road users before maintenance intervention on some sections.

No.	Activity	DESCRIPTION OF RESOURCES	Actual findings from M&E				Remarks
			unit cost	length	quantity	cost	
6	Allowances & Hired labour	allowances & hired labour	468,147		30 nights	14,044,400	Details of allowances& hired labour were not availed.
7	Tipper hire	-	650,000		3 days	1,950,000	Details were not availed.
8	Fuel		4,014		8485 lts & lubs	34,060,600	Details were not availed.
TOTAL						116,173,800	

Note:

The rates used were borrowed from their executed values.

The photos below show the raised swamp:



UNRA Hoima: Sections of Kyebando swamp showing river training done at selected culvert crossings



UNRA Hoima: Sections of Kyebando swamp showing the raised section of the swamp (L) and where Gabion works had been carried out (R)



UNRA Hoima: Sections of Kyebando swamp after completion

d) Implementation Challenges

Implementation challenges at the station included:

- Old and dilapidated equipment with extensive breakdowns and high maintenance costs.
- Late release of funds and fuel, which affected programmed works.

- Disproportionate funding for maintenance of equipment vis-à-vis funded works; and disproportionate release of fuel vis-à-vis the funded works. This affects implementation of funded works as the entire chain breaks down with the weakest link between the fuel provision and the mechanical imprest.
- Water sources are very far and yet dry season requires ultimate watering during implementation of works.
- Inclement whether from heavy rains, which delayed works and damaged, some, completed works.
- Delays in procurement of works planned to be implemented using contracts.

e) **Mainstreaming of Crosscutting Issues**

The team was informed that the station mainstreams environmental issues through enforcement of the requirement for an environmental compliance certificate before award of a completion certificate of works done by both contracts and force account teams. The requirements include reinstatement of gravel borrow pits and other necessary measures as determined by the UNRA environmental officer.

Gender issues were mainstreamed through award of affirmative points in the evaluation criteria of labour based contractors, where women are awarded 20% extra points; people with disabilities are awarded 13%; and youth are awarded 7% extra points. This had led to women participation level of 40% (37 out of 92 petty contractors).

HIV awareness was mainstreamed through sensitisation of staff but had not yet been rolled out to communities. The station was however planning to start using road committees for sensitisation of communities.

2.2.2.1 **Key Issues UNRA station - Hoima**

The key issues from the findings at the UNRA station in Hoima were as summarised in Table 17.

Table 17: Key Issues - UNRA Hoima

SN	Finding	Risk/Effect	Strategies for improvement
1.	Disproportionate fuel supply and funding of equipment maintenance vis-à-vis funded works, which constrains implementation.	Failure to implement planned works within the FY	UNRA should improve estimation and provision of construction inputs under force account to avoid redundancy of funds/ other resources and delays in implementation of works.
2.	Late receipt of road maintenance funds to UNRA stations leaving little time for implementing the quarterly work plan.	Failure to implement planned works within the FY	Improve timeliness of road maintenance funds through monthly collection and disbursement of Road User Charges.
3.	Old and dilapidated equipment with extensive breakdowns and high maintenance costs	Failure to implement planned works within the	UNRA should instigate plans of effectively improving their equipment base/ access to

SN	Finding	Risk/Effect	Strategies for improvement
		FY; High unit cost of road maintenance	equipment in order to eliminate the inefficiencies arising from use of dilapidated equipment. This is critical in the short to medium term as plans of improving capacity of the local construction industry are underway.

2.2.3 UNRA – Moyo Station

i) Financial Performance

No information on the FY 2012/13 Budget was availed including the quarterly receipts and expenditures; thus the monitoring team could not establish financial performance of the national road maintenance programme at Moyo station.

ii) Physical Performance

The following works had been carried out by force account at the time of monitoring carried out in July 2013:

- Routine manual maintenance on 597km;
- Routine Mechanised maintenance on 326km⁷;
- Construction of shade at ferry landing in Sinyanya;
- Deck replacement of Kotchi-Atiba Bridge; and
- Procurement for term maintenance of all roads, and the contract had been awarded to Nippon Path.

The monitoring team visited some of the Routine Mechanised works done by force account and made the observations shown in Table 18.

Table 18: UNRA Moyo - Site observations on works implemented under the FY 2012/13 work plan

Sn	Road Name	Site Observations
1	Moyo – Obongi road (56Km) <i>under Routine Mechanised maintenance</i>	Light shaping and grading had been carried out in march 2013. The road was in fair condition with potholes in some sections. The shaping had been carried out on only 22km
2	Pakele – Pabbo (63km) <i>under Routine Mechanised maintenance</i>	Medium grading had been carried out between October to November 2012 on 61.5km.
3	Adjumani – Sinyanya (34.6Km) <i>under Routine Mechanised maintenance</i>	The road had been raised by 1.5m from Chainage 0+000 to Chainage 3+700. 7 lines of culverts had been installed on the road. On Chainage 1+300, there was a broken culvert requiring replacement. Also no tests had been carried out on the materials used on this road. Generally, the road required routine maintenance intervention because it had a lot of over grown grass.

⁷ Moyo - Obongi (56Km); Obongii - Kulikuli (45Km); Adjumani - Sinyanya (30Km); Nomuga- Bidibidi - Kotci (45Km); Kerila - Medigo- Kerwa (37Km); Access to Adjumani prison (4Km); Pakere - Pabol; (63 Km); Dzaipi - Pibia - Nimule (34Km); and Kerila - Abinika (12Km).

Sn	Road Name	Site Observations
4	Obongi – Kulikuli (45Km); <i>under Routine Mechanised maintenance</i>	This road was part of the additional network. Shaping and grading had been carried out.
5	Kerila – Abinika (12Km);	This was a new road which was majorly opened and constructed for presidential visitation to Abinika falls in February. From visual observation, this road had been in existence though ignored for so long as it was evidenced by existence of a government primary school along the road. However, after the opening of the road, further maintenance has been abandoned and the road had turned to a footpath. About UGX 12 million had been spent in opening of this road.
6	Deck replacement of Kotchi-Atiba Bridge.	The bridge connects very many communities and very vital in the area. However, the guardrails require replacement; there is also need for a concrete deck other than the timber deck. The piers had also gone off requiring gabions and backfilling to be carried out.
7	Construction of shade at ferry landing in Sinyanya	Originally, construction of the shade at the ferry landing had been awarded to a contractor who failed to complete the works after construction up to window level. The station then took over by force account up to completion. Generally, the shade was visually poorly constructed with various cracks observed and impending failure.

The photos below show some of the works on the roads that were visited:





UNRA Moyo: Sections of Kochi – Atiba bridge showing the newly replaced timber deck.



UNRA Moyo: Sections of Moyo Obongi road showing sections where reshaping had been carried out



UNRA Moyo: Sections of Moyo Obongi road showing blocked culverts along the road



UNRA Moyo: constructed shade at ferry landing in Obongi (LHS); and some inner sections of the shade that have collapsed (RHS)



UNRA Moyo: Sections of Kerila Abinika road leading to Abinika falls (right)



UNRA Moyo: Sections of Adjumani- Sinyanya road showing sections with potholes and drainage problems

f) Implementation Challenges

Implementation challenges at the station included:

- Old and dilapidated equipment with extensive breakdowns and high maintenance costs.
- Late release of funds for fuel, which affected programmed works.
- Disproportionate funding for maintenance of equipment vis-à-vis funded works; and disproportionate release of fuel vis-à-vis the funded works. This affects implementation of funded works as the entire chain breaks down with the weakest link between the fuel provision and the mechanical imprest.
- Some roads required raising however the money given was so little that the programmed works could not be carried out.
- Several gravel sources were exhausted and the material was becoming scarce.

g) Mainstreaming of Crosscutting Issues

The team was informed that the station mainstreams environmental issues through enforcement of the requirement for an environmental compliance certificate before award of a completion certificate of works done by both contracts and force account teams. The requirements include reinstatement of gravel borrow pits among others.

2.3 Key Issues UNRA station - Moyo

The key issues from the findings at the UNRA station in Moyo were as summarised in Table 19.

Table 19: Key Issues - UNRA Moyo

SN	Finding	Risk/Effect	Strategies for improvement
1.	Disproportionate fuel supply and funding of equipment maintenance vis-à-vis funded works, which constrains implementation.	Failure to implement planned works within the FY	UNRA should improve estimation and provision of construction inputs under force account to avoid redundancy of funds/ other resources and delays in implementation of works.
2.	Late receipt of road maintenance funds to UNRA stations leaving little time for implementing the quarterly work plan.	Failure to implement planned works within the FY	Improve timeliness of road maintenance funds through monthly collection and disbursement of Road User Charges.
3.	Old and dilapidated equipment with extensive breakdowns and high maintenance costs	Failure to implement planned works within the FY; High unit cost of road maintenance	UNRA should instigate plans of effectively improving their equipment base/ access to equipment in order to eliminate the inefficiencies arising from use of dilapidated equipment. This is critical in the short to medium term as plans of improving capacity of the local construction industry are underway.
4.	Gravel sources are exhausted and gravel is becoming scarce.	Increase in haulage of materials and hence more costs involved	UNRA should fast track the use of alternative technologies for roads in areas where gravel is scarce
5.	Need to replace the guardrails and construct gabions on Kotchi-Atiiba Bridge.	Replacing the guardrails may minimize any form of accident bound to occur.	The station should request for emergency funds to address the issues on this bridge immediately.
6.	The shade at Sinyanya ferry landing site requires early rectification of the observed defects before collapse.	Failure to rectify the defects may lead to collapse and hence no value for money may be attained.	UNRA should rectify observed defects
7.	Adjumani-Sinyanya road requires immediate routine maintenance activities	Failure to address the issue may lead to accidents	UNRA should fast track maintenance of this road
8.	Lack of material testing on the gravel being used on the roads	Early failure of the roads.	UNRA should be required to enforce material testing and quality controls at all stations

3.0 District, Urban and Community Access Roads (DUCAR) Maintenance Programmes

3.1 DUCAR - Background

District, Urban and Community Access roads (DUCAR) make up 57,500Km which represents 73.2% of the entire road network in Uganda, broken down as 22,750Km of district roads, 4,800Km of Urban roads, and 30,000Km of Community Access roads. They are maintained by the respective local governments using funding from URF and to a limited extent using locally generated revenue. More than 40% of the DUCAR network is however beyond maintenance level and necessitates rehabilitation, which is carried out through a concerted effort of donor supported programmes like CAIIP, LRDP, KIIDP, U-Growth, DLSP, PRDP, NUREP, RSSP, NSADP and RTI⁸; and GoU supported programmes coordinated by the MoWT, MoLG, MAAIF and OPM. The local governments, to a limited extent, also utilise the non-conditional grants from the central government under the LGMSD Programme.

In FY 2012/13, road maintenance programmes under the DUCAR network had an approved annual budget allocation of UGX 91.19 billion funded through URF. Planned road maintenance activities on the DUCAR network included routine maintenance of 35,791Km; periodic maintenance of 5,995Km; culvert installation totalling 597 lines; and maintenance of bridges totalling 34no. Release of funds for DUCAR maintenance during the FY amounted to UGX 91.19 billion, representing 100% of the approved annual budget. A number of selected agencies including Amolatar DLG, Dokolo DLG, Gomba DLG, Hoima DLG, Hoima MC, Kabale MC and Maracha DLG were monitored in the fourth quarter.

3.2 DUCAR - Findings on Physical and Financial Performance

3.2.1 DUCAR - Financial Performance

At the time of monitoring, done in July – September 2013, financial performance of the selected DUCAR roads maintenance programmes was as shown in Table 20, where it can be seen that releases to the districts was generally at 91.37% and ranging between 69.28% in Hoima District, and 100% in Hoima and Kabale Municipal Councils. The variance in the district local governments was because the receipts and expenditures for sub-counties had not been reported on.

As shown in Table 20, absorption of the funds disbursed to the agencies in FY 2012/13, was as at the time of monitoring estimated at 75.8% and ranged between 37.35% in Hoima MC and 99.65% in Gomba district. Reasons given for the poor financial performance in Hoima MC mainly revolved around delays in release of funds, and brake down of equipment in addition to the few equipment for Force Account activities. In Hoima DLG financial performance information could not be disaggregated with records of other programmes in the works department. Analysis of the expenditure shows that funds were mainly

⁸ **CAIIP:** Community Agricultural Infrastructure Improvement Programme; **LRDP:** Luwero Rwenzori Development Programme; **KIIDP:** Kampala Institutional and Infrastructure Development Programme; **DLSP:** District Livelihood Support Programme; **PRDP:** Peace Recovery and Development Programme; **NUREP:** Northern Uganda Rehabilitation Programme; **RSSP:** Road Sector Support Programme; **RTI:** Rural Transport Infrastructure; **LGMSDP:** Local Government Management and Service Delivery Programme; **NSADP:** Northwest Agricultural Smallholders Programme

spent on payments for works rolled over from FY 2011/12; operational expenses; and payment for gravel material to be used on roads to be implemented by force account.

Table 20: Financial Performance of Selected DUCAR Roads Maintenance Programmes, FY 2012/13

Local Government	Indicative Planning Figure (UGX Millions)	Receipts, H1 FY 2012/13 (UGX Millions)	Expenditure FY 2012/13 (UGX Millions)	% of IPF Received, FY 2012/13	% of Receipts Spent, FY 2012/13
Gomba District	335.274	299.05	298	89.20%	99.65%
Dokolo District	354.547	318.12	307.14	89.73%	96.55%
Amolatar District	397.273	365.069	290.487	91.89%	79.57%
Kabale Municipal Council	628.734	628.734	623.622	100.00%	99.19%
Hoima District [*]	748.127	518.316		69.28%	
Hoima Municipal Council	471.862	471.851	176.221	100.00%	37.35%
Maracha District	376.021	374.021	158.351	99.47%	42.34%
Totals	3,311.84	2,975.16	1,853.8	91.37%	75.8%

3.2.2 DUCAR - Physical Performance

At the time of monitoring, done in July – September 2013, physical performance of the selected DUCAR roads maintenance programmes was as shown in Table 21, where it can be seen that generally works planned to be implemented in FY 2012/13 had not been completed. Among the seven DUCAR agencies monitored, actual routine maintenance across all the categories of district, urban and community access roads was only 1,285.1km out of the planned annual of 1,686.9Km, representing 66.3% progress. It should however be noted that the largest proportion of the routine maintenance works implemented was routine manual, in which several repeated interventions are planned in a year. Performance on periodic maintenance works was at 93.2Km compared to the 249.2Km planned in FY 2012/13, representing only 37.4% progress at end of FY. Reasons given for the poor physical performance mainly revolved around delays arising from the change of policy to exclusive use of force account, which affectively required change of work plans; frequent breakdown of the Chinese equipment; and limited equipment for force account works.

Table 21: Physical Performance of Selected DUCAR Roads Maintenance Programmes, FY 2012/13

Local Government	Planned Annual Routine Maintenance , FY 2012/13 (Km)	Actual Routine Maintenance , H1 FY 2012/13 (Km)	% Performance , Routine Maintenance , H1 FY 2012/13	Planned Annual Periodic Maintenance , FY 2012/13 (Km)	Actual Periodic Maintenance , H1 FY 2012/13 (Km)	% Performance , Periodic Maintenance , H1 FY 2012/13
Gomba District	185.9	77.5	41.69%	68.9	9.7	14.08%
Dokolo District	161.9	130.3	80.48%	9	0	0.00%
Amolatar District	283.7	160.8	56.68%	16.5	10.3	62.42%
Kabale Municipal Council	86.5	10	11.56%	2.02	2.02	100.0%
Hoima District [*]	617.8	617.8	100.00%	85.1	35.5	41.72%
Hoima Municipal Council	114.7	114.7	100.00%	35.71	21.7	60.77%
Maracha District	236.4	174	73.60%	32	14	43.75%
Totals	1686.9	1285.1	66.29%	249.23	93.22	37.40%

^{*} Equivalent Km, works were at varying stages of completion

3.2.3 Gomba District

3.2.3.1 Background

The district had a total road network of 429.4 Km of district roads however planned works in FY 2012/13 were based on 208.6Km with a total annual road maintenance budget of UGX 229.6 million, under the Uganda Road Fund (URF). In addition, the district had 1 town council with a total network of 108.2Km, however planned maintenance works were based on 32Km with an annual budget of UGX 69.45 million; and 4 sub-counties with a total annual budget of UGX 36.2 million. Road maintenance works planned under Gomba district and its sub-agencies for implementation in FY 2012/13 were as shown in Table 22. It can be seen from Table 22 that a total of 185.9Km were planned to be routinely maintained, while a total of 68.9Km were planned to be periodically maintained with a total budget of UGX 335.27 million.

Table 22: Gomba District Roads Maintenance Programme - Annual Work Plan, FY 2012/13

Name of DA/SA	Annual Budget (UGX million)	Routine Maintenance (Km)	Periodic Maintenance (Km)	Remarks
Gomba district	229.598	163.6	45.0	
Kanoni Town Council	69.452	22.3	9.7	
CARs	36.224	0.0	14.2	4 sub-counties in total
Total	335.274	185.90	68.9	

The monitoring team visited Gomba district and Kanoni Town Council, from where the findings were as follows:

3.2.3.2 Gomba district roads

Under URF funding, planned maintenance activities in FY2012/13 included periodic maintenance of 45Km⁹ and routine manual maintenance of 163.6Km. All the works were planned to be done using force account in line with the prevailing policy guidelines. In addition, the district planned to undertake rehabilitation of 48Km under the CAIP (but administered under Mpigi district); and raising of 500m of a swamp on Kiriri – Katikampanda road at a cost of UGX 11.0 million under LGMSDP.

i) Financial Performance

At the time of the monitoring field visit done on 02 – 03 September 2013, the district had received a total of UGX 229.6 million (100% of IPF) of which a total of UGX 228.8 (99.6% of funds released) had been expended. The expenditures were mainly on operational expenses (18.5% of release); routine manual maintenance (4.6% of releases); routine mechanised maintenance (68.6% of releases); procurement of a motorcycle (6.0% of releases); and payment of retention moneys (1.9% of releases).

⁹ Kyambogo – Kashengo (12.7Km); Kabamkonyo – Kiffampa – Maddu (9.0Km); Makokwa – Mamba (8.0Km); Kasasa – Golola – Kiriri (11.7Km) and Golola – Nswongere (3.0Km)

The monitoring team noted that the revised work plan did not reflect any changes in outputs and unit rates when the method of implementation was changed from contracting to force account. Table 23 shows the performance of releases to Gomba DLG at the time of monitoring.

Table 23: Performance of Releases for Gomba District Roads Maintenance in FY 2012/13

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25%	50%	75.8%	100%	Cumulatively
Date of MFPED release	9 Aug 2012	14 Nov 2012	31 Jan 2013	23 May 2013	
% of annual Budget released by URF (Cumulatively)	20.7%	52.7%	75.6%	100%	Q1 release for CAR was 0%; and 100% in Q2
Date of URF release	20 Sept 2012	27 Nov 2012	22 Feb 2013	5 Jun 2013	
% of annual Budget released from Gen. Fund Account to works department	20.7%	52.7%	75.6%	100%	Cumulatively
Date of release to works dept	25 Sept 2012	12 Dec 2012	18 Mar 2013	8 Jun 2013	
Delay from start of quarter	86 days	72 days	76 days	68 days	Av. 75.5 days each quarter
Delay from date of URF release	5 days	15 days	24 days	3 days	Av. 11.8 days each quarter

ii) Physical Performance

Works that had been done by the time of the monitoring visit included: routine manual maintenance on only 2 roads totalling 24.5Km¹⁰; and routine mechanised maintenance of 40Km¹¹. All roads planned for periodic maintenance received routine mechanised maintenance instead. Works on Kyambogo – Kashengo road were not completed reportedly due to insufficient funds. The monitoring team noted however that the operational expenses were 18.5% of releases instead of the planned 4.5%, which could be an explanation for the insufficient funds. The routine maintenance works used up almost all funds planned for routine manual maintenance and ended up having higher unit rates than the contracted works originally planned for.

The monitoring team visited the roads in Table 24 and made the respective observations:

Table 24: Gomba DLG - Site observations on works implemented under the FY 2012/13 work plan

Sn	Road Name	Site Observations
1	Kasasa – Golola – Kiriri (11.7Km) <i>received routine mechanised maintenance</i>	Bush Clearing and grading had been done along the entire road with minimal drainage improvement. The road had however started developing isolated potholes and had overgrown grass across the side drains and the shoulders in several sections of the road. The road was still in a fair condition.
2	Kyambogo – Kashengo	This was a completely new road traversing through a sparsely populated

¹⁰ Kasaka – Mamba (14.5Km); and Lumuli – Malele – Kabasuma (10Km)

¹¹ Kyambogo – Kashengo (7.8Km); Kabamkonjo – Kiffampa – Maddu (9.0Km); Makokwa – Mamba (8.0Km); Kasasa – Golola – Kiriri (11.7Km) and Golola – Nswongere (3.0Km)

Sn	Road Name	Site Observations
	(12.7Km) received routine mechanised maintenance	area within the cattle corridor. Works done included road opening and grading, however the road had not been compacted, no drainage improvement had be done and predominant soils were black clays. The road was impassable beyond Km 3.0, where the inspection ended.
3	Kiffampa - Maddu (9.0Km) received routine mechanised maintenance	The road had been graded but not compacted; no offshoots had been provided and no drainage improvement done. The riding surface was however fair but not compacted and with poor drainage.



Gomba DLG: Sections of Kasasa – Golola – Kiriri road where routine mechanized maintenance works were done using force account.



Gomba DLG: Sections of Kyambogo – Kashengo road where grading was done using force account but without compaction



Gomba DLG: Sections of Kiffampa – Maddu road where grading was done using force account but without compaction

iii) Implementation Challenges

Implementation challenges at the district included:

- The district has a dysfunctional DRC and had not budgeted for the operations of the DRC;
- Procurement of missing equipment was onerous, and the equipment were too expensive to hire and to transport (from Kampala and from site to site);
- Inexperienced grader operator, which resulted in low equipment outputs and high breakdowns;
- Poor staffing of the works department e.g. one grader operator was used in the district and its sub-agencies. He also doubled as a foreman and a driver;
- Failure to attract gang workers within the recommended distances from the roads. Only 45 workers had been recruited out of the approved 82 – most of whom were expected to commence in FY 2013/14;
- Low appreciation of the force account guidelines, leading to delays, mistakes and challenges in rolling out implementation of works under force account;
- Poor remuneration of the grader operator at a safari day rate of UGX 10,000/- yet some roads are quite distant from the headquarter;
- Insufficient stock of equipment, which make implementation of periodic maintenance works a huge challenge;
- Huge road maintenance backlog, which stood at 57.4% of total district network (40.8% of district roads; 56.2% of town council roads; and 73.1% of CAR).

iv) Mainstreaming of Crosscutting Issues

The monitoring team was informed that the works department mainstreamed HIV awareness through sensitisation of communities where works were ongoing. Environmental protection issues and Gender issues were however not yet mainstreamed. These claims could not be confirmed due to poor documentation observed at the district.

3.2.3.3 Kanoni Town Council Roads

Under URF funding, planned maintenance activities in FY2012/13 included periodic maintenance of 9.7Km¹²; and routine manual maintenance of 22.3Km. All the works were planned to be done using force account in line with the prevailing policy guidelines.

i) Financial Performance

At the time of the monitoring field visit done on 3rd Sept 2013, Kanoni TC had received a total of UGX 69.45 million (100% of IPF) of which a total of UGX 69.2 (99.7% of funds released) had been expended. The expenditures were mainly on operational expenses (6.6% of release); routine mechanised maintenance (6.7% of releases); periodic maintenance (81.6% of releases); and procurement of a culverts (4.8% of releases). Table 25 shows the performance of releases to Kanoni TC at the time of monitoring.

Table 25: Performance of Releases to Kanoni TC, FY 2012/13

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25%	50%	75.8%	100%	Cumulatively
Date of MFPED release	9 Aug 2012	14 Nov 2012	31 Jan 2013	23 May 2013	
% of annual Budget released by URF (Cumulatively)	20.6%	47.0%	75.0%	100%	Cumulatively
Date of URF release	20 Sept 2012	27 Nov 2012	22 Feb 2013	5 Jun 2013	
% of annual Budget released by DLG to Kanoni TC	20.6%	47.0%	75.0%	100%	
Date of release to Kanoni TC	29 Sept 2012	19 Dec 2012	19 Mar 2013	6 Jun 2013	
Delay from start of quarter	90 days	79 days	77 days	66 days	Av. 78 days each quarter
Delay from date of URF release	9 days	22 days	25 days	1 day	Av. 14.3 days each quarter

ii) Physical Performance

Works that had been done at the time of the monitoring field visit included: periodic maintenance of 9.7 Km¹³; routine mechanised maintenance of 13Km¹⁴; and installation of 11 lines of culverts across several roads in the town council. The town council exceeded their planned outputs on periodic mechanised maintenance by 3Km due to savings from gravel which was obtained free of charge. In addition, routine manual maintenance was carried out using mainly prisoners serving community service sentences. The monitoring team visited some selected roads where works had been done and made the observations in Table 26.

¹² Sebagala – Hakaya (0.6Km); Kato JB – Sebagala (0.3Km); Sebagala – Saza Hqr (0.4Km); Ntwale – Kitemu (1.8Km); Wasinda – Najoki (2.5Km); Wasinda – Saza (1.75Km); Koome – Mwese (1.0Km); and Luseke – Mwese (1.3Km)

¹³ Sebagala – Hakaya (0.6Km); Kato JB – Sebagala (0.3Km); Sebagala – Saza Hqr (0.4Km); Ntwale – Kitemu (1.8Km); Wasinda – Najoki (2.5Km); Wasinda – Saza (1.75Km); Koome – Mwese (1.0Km); Luseke – Mwese (1.3Km); and Kitwe – Kasambya (3Km)

¹⁴ Kasaka – Kampungu – Kanoni (4.3Km); Kasaka – Musubula – Kyankura (2.9Km); Kanoni – Kuku – Kiwanda (1.3Km); Kanoni – Kitwe (3.5Km); Kyampisi – Kyegonza (0.7Km); and Kampugu – Kyamuyinula (0.8Km).

Table 26: Kanoni TC - Site observations on works implemented under the FY 2012/13 work plan

Sn	Road Name	Site Observations
1	Sebagala - Hakaya (0.6Km) <i>received periodic maintenance</i>	The road had been graded and fully gravelled and compacted. The road was still in a good condition, although the thickness of gravel was thin reportedly due to a limitation on haulage trucks.
2	Sebagala - Kato JB (0.3Km) and Sebagala - Saza Hqr (0.4Km) <i>received periodic maintenance</i>	The roads had been graded, 2 lines of culverts installed and regravelled along sections with no in-situ gravel. They were still in good condition.
3	Wasinda - Najjoki (2.5Km) <i>received periodic maintenance</i>	The road had been graded and gravelled in selected spots. It was still in good condition.
4	Kitwe - Kanoni (3.5Km) <i>received routine mechanised maintenance</i>	The road had been bush cleared; graded and 2 lines of culverts had been installed along the road. It was in a fair condition.
5	Kitwe - Kasambya (3.0Km) <i>received periodic maintenance</i>	Works along the road included road opening, removal of tree stamps, grading and installation of 1-line of culverts. The road was in a fair condition.



Kanoni TC: Sections of Sebagala - Hakaya road where periodic maintenance works were done using force account



Kanoni TC: Sections of Kitwe - Kanoni road where routine mechanized maintenance works were done using force account



Kanoni TC: Kitwe – Kasambya road where periodic maintenance works were done using force account

iii) Implementation Challenges

Implementation challenges identified in Kanoni TC included:

- Procurement of missing equipment was onerous, and the equipment were too expensive to hire and to transport (from Kampala and from site to site);
- Low appreciation of the force account guidelines, leading to delays, mistakes and challenges in rolling out implementation of works under force account;

3.2.3.4 Key Issues Gomba DLG

The key issues from the findings in Gomba DLG were as summarised in Table 27.

Table 27: Key issues from findings in Gomba DLG, FY 2012/13

SN	Finding	Risk/Effect	Strategies for improvement
1.	Dysfunctional DRC – met only once in April 2012 at initial meeting	Low oversight of road maintenance activities in the district	Expedite establishment of the DRC regulations and coordinate with MoLG on the effective operation of DRCs
2.	Additional equipment are expensive to hire and to transport between sites	High equipment costs at expense of physical works	Coordinate with MoLG and MoWT to expedite setting up of the planned regional centres
3.	Inexperienced grader operator leading to low equipment outputs and high breakdown rates	High unit cost of road maintenance works	Coordinate with MoWT to ensure adequate training of machine operators across the country
4.	Failure to attract gang workers within the recommended areas along the roads	Inefficiencies in the gang system	Public sensitization and deliberate promotion of the gang system
5.	Low appreciation of the force account policy, leading to challenges in implementation of works	Inefficiencies in implementation of the policy	Coordinate with MoWT and other MoLG to train agencies in force account operations
6.	Poor remuneration of the grader operators, who	Diversion of	Coordinate with MoWT, MoPS,

SN	Finding	Risk/Effect	Strategies for improvement
	are paid safari day allowances of UGX 10,000	equipment/ theft of fuel	MoLG and MFPED to review remunerations under the scheme
7.	Insufficient stock of equipment for periodic maintenance works	Decreased periodic maintenance and therefore growth in maintenance backlog	Coordinate with MoLG and MoWT to expedite setting up of the planned regional centers
8.	Huge road maintenance backlog across all categories of district roads	Low impact of road maintenance funding	Coordinate with MoWT and MFPED to arrest the huge backlog on DUCAR network
9.	Expenditure on operational costs in excess of the 4.5% limit	Undeclared reduction in scope of funded road maintenance activities	Operational costs should be revisited to determine a more optimal funding level
10.	Delays in receipt of funds for road maintenance at both district (average 74 days from start of each quarter) and town council level (average 78 days from start of each quarter)	Failure to implement works as per the work plan	Improve timeliness of road maintenance funds through monthly collection and disbursement of Road User Charges.
11.	Understaffing of works departments	Slow implementation of planned activities; and failure to implement works as per the work plans	Pursue strategies to improve adequacy and availability (supply and retention) of technical staff in district works departments
12.	High unit rate of force account works leading to non-completion of planned works	Loss of value for money	Agency should be required to explain
13.	Poor quality works on roads – grading without compaction and without provision of drainage facilities.	Loss of value for money; quick deterioration of roads	Agency should be required to explain

3.2.4 Dokolo District

3.2.4.1 Background

The district had a total road network of 227 Km of district roads however planned works in FY 2012/13 were based on 102.9Km with a total annual road maintenance budget of UGX 223.8 million, under the Uganda Road Fund (URF). In addition, the district had 1 town council with a total network of 70Km, however planned maintenance works were based on 8.0Km with an annual budget of UGX 94.1 million; and 10 sub-counties with a total annual budget of UGX 36.7 million. Road maintenance works planned under Dokolo district and its sub-agencies for implementation in FY 2012/13 were as shown in Table 28. It can be seen from Table 28 that a total of 113.9Km were planned to receive routine manual maintenance; 48Km were planned to receive routine mechanised maintenance; while a total of 9.0Km were planned to be periodically maintained with a total budget of UGX 354.5 million.

Table 28: Dokolo District Roads Maintenance Programme - Annual Work Plan, FY 2012/13

Name of DA/SA	Annual Budget (UGX million)	Routine Manual Maintenance (Km)	Routine Mechanised Maintenance (Km)	Periodic Maintenance (Km)	Remarks
Dokolo district	223.781	53.9	40.0	9.0	
Dokolo Town Council	94.061	0.0	8.0	0.0	
CARs	36.705	60.0	0.0	0.0	10 sub-counties
Total	354.547	113.90	48.00	9.0	

The monitoring team visited Dokolo district and Dokolo Town Council, from where the findings were as follows:

3.2.4.2 Dokolo district roads

Under URF funding, planned maintenance activities in FY2012/13 included periodic maintenance of 9.0Km; routine mechanised maintenance of 40Km; and routine manual maintenance of 53.9Km. All the works were planned to be done using force account in line with the prevailing policy guidelines.

i) Financial Performance

At the time of the monitoring field visit done on 24-25 September 2013, the district had received a total of UGX 223.78 million (100% of IPF) of which a total of UGX 212.8 (95.1% of funds released) had been expended. The expenditures were mainly on operational expenses (17.1% of release); routine manual maintenance (9.0% of releases); routine mechanised maintenance (67.4% of releases); and periodic maintenance (6.4% of releases). The monitoring team noted that the expenditures did not match planned expenditures. Table 29 shows the performance of releases to Dokolo DLG at the time of monitoring, where it can be seen that the district works department received funds after an average of 85.5 days from the start of each quarter; and 7.5 days from the date of receipt of funds at the district general fund account.

Table 29: Performance of Releases for Dokolo District Roads Maintenance in FY 2012/13

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25%	50%	75.8%	100%	Cumulatively
Date of MFPED release	9 Aug 2012	14 Nov 2012	31 Jan 2013	23 May 2013	
% of annual Budget released by URF (Cumulatively)	20.2%	52.5%	75.7%	100%	Q1 release for CAR was 0%; and 100% in Q2
Date of URF release	20 Sept 2012	22 Feb 2013	22 Feb 2013	5 Jun 2013	
% of annual Budget released from Gen. Fund Account to works department	20.2%	52.5%	75.7%	100%	Cumulatively
Date of release to works dept	28 Sept 2012	5 Mar 2013	5 Mar 2013	5 Jun 2013	
Delay from start of quarter	89 days	155 days	63 days	65 days	Av. 93 days each quarter

Item	Q1	Q2	Q3	Q4	Remarks
Delay from date of URF release	8 days	11 days	11 days	0 days	Av. 7.5 days each quarter

ii) Physical Performance

Works that had been done by the time of the monitoring visit included: routine manual maintenance on roads totalling 67Km and routine mechanised maintenance of 63.3Km¹⁵. Planned periodic maintenance works were not carried out; and routine manual maintenance was not carried out on a total of 28.3Km. The monitoring team visited the roads in Table 30 and made the following observations:

Table 30: Dokolo DLG - Site observations on works implemented under the FY 2012/13 work plan

Sn	Road Name	Site Observations
1	Agwiciri – Adwoki <i>received routine manual maintenance</i>	This was a community access road which had received routine manual maintenance during the year. The road was however in poor condition with overgrown grass across the entire carriageway, shoulders and side drains.
2	Adwoki – Bata (22Km) <i>received routine mechanised maintenance</i>	Bush Clearing and grading had been done along the entire road with minimal spot gravelling and 2 lines of culverts installed. The road had however not been compacted and had started developing isolated potholes with overgrown grass across the side drains and the shoulders in several sections of the road. No offshoots had been provided along the entire road and several spoilt sections of the road were observed.
3	Bata – Otubli (4.0Km) <i>received routine mechanised maintenance</i>	Bush Clearing and grading had been done along the entire road with minimal spot gravelling and drainage improvement. Several culverts had been installed but with insufficient backfill. The road had not been compacted and no offshoots had been provided. The road had started failing in several sections.
4	Akwanga – Adagnyeko (8.0Km) <i>received routine mechanised maintenance</i>	The roads had been bush cleared and graded but not compacted; no offshoots had been provided and no drainage improvement done. The riding surface was however fair but not compacted and with poor drainage. Corrugations were observed on Odudoi – Oturorao road.
5	Odudui – Oturorao (5.8Km) <i>received routine mechanised maintenance</i>	
6	Bata – Akwanga (11.0Km) <i>received routine mechanised maintenance</i>	
7	Acandyang – Oturorao (2.5Km) <i>received routine mechanised maintenance</i>	

¹⁵ Bata – Adwoki road (22Km); Bata – Akwanga (11Km); Bata – Otubli (4Km); Akwanga – Adagnyeko (8Km); Odudui – Oturorao (5.8Km); Acandyang – Oturorao (2.5Km) and Kangai – Kwera border (10Km)



Dokolo DLG: Sections of Agwiciri – Adwoki road which was bush cleared and graded without compaction and drains; (L) section already spoilt by rain; (R) typical overgrown grass along the road – routine manual maintenance using gangs evidently lacking



Dokolo DLG: Sections of Adwoki - Bata road which was bush cleared and graded without compaction and drains; (L) A spot graveled section of the road; (R) a section already spoilt by rain;



Dokolo DLG: Sections of Bata - Otubli road which was bush cleared and graded without compaction and drains



Dokolo DLG: Sections of Akwanga - Adagnyeko road (L) and Acandyang – Oturorao road (R)



Dokolo DLG: Sections of Odudoi - Oturorao road which was bush cleared and graded without compaction and drains

iii) Implementation Challenges

Implementation challenges at the district included:

- Late receipt of road maintenance funds, which affects timely implementation of planned works;
- High cost of gravel arising from land ownership issues;
- High cost of repair and maintenance of equipment compounded by the monopoly of the agent, FAW;
- Low appreciation of the force account guidelines, leading to delays, mistakes and challenges in rolling out implementation of works under force account;
- Poor remuneration of the grader operator at a safari day rate of UGX 10,000/- yet some roads are quite distant from the headquarter;
- Low provision for operational costs at 4.5%, which makes it a challenge to conform to;
- Poorly maintained national roads in the district, which causes diversion of traffic onto district roads;

- Land acquisition issues leading to challenges in the provision of offshoots along the roads;
- Few road gang workers provided in the force account guideline compared to the actual size of the district road network – this affects implementation of planned routine manual maintenance activities; and
- Insufficient stock of equipment, which make implementation of periodic maintenance works a huge challenge.

iv) Mainstreaming of Crosscutting Issues

The monitoring team was informed that the works department mainstreams gender issues through affirmative action for women workers during recruitment of road gangs – the results had however not yielded as female workers were still only 17% of the work force. Environmental protection issues were mainstreamed through enforcement of gravel borrow pit reinstatement and tree planting in contracted works. This had however not yielded because contractors tended to plant trees in dry seasons in which most seedlings withered. The district had not yet mainstreamed HIV awareness.

3.2.4.3 Dokolo Town Council Roads

Under URF funding, planned maintenance activities in FY2012/13 included periodic maintenance of 9.7Km¹⁶; and routine manual maintenance of 22.3Km. All the works were planned to be done using force account in line with the prevailing policy guidelines.

i) Financial Performance

At the time of the monitoring field visit done on 24th Sept 2013, Dokolo TC had received a total of UGX 94.34 million (100% of IPF) all of which had been expended. The expenditures were mainly on routine mechanised maintenance (90.4% of releases); road signs (5.0% of releases); and retention payments (4.6% of releases). Table 31 shows the performance of releases to Dokolo TC at the time of monitoring, where it can be seen that the district works department received funds after an average of 97 days from the start of each quarter; and 11.5 days from the date of receipt of funds at the district general fund account.

Table 31: Performance of Releases to Dokolo TC, FY 2012/13

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25%	50%	75.8%	100%	Cumulatively
Date of MFPED release	9 Aug 2012	14 Nov 2012	31 Jan 2013	23 May 2013	
% of annual Budget released by URF (Cumulatively)	16.7%	47.0%	75.0%	100%	Cumulatively
Date of URF release	20 Sept 2012	22 Feb 2013	22 Feb 2013	5 Jun 2013	
% of annual Budget released by DLG to Dokolo TC	16.7%	47.0%	75.0%	100%	

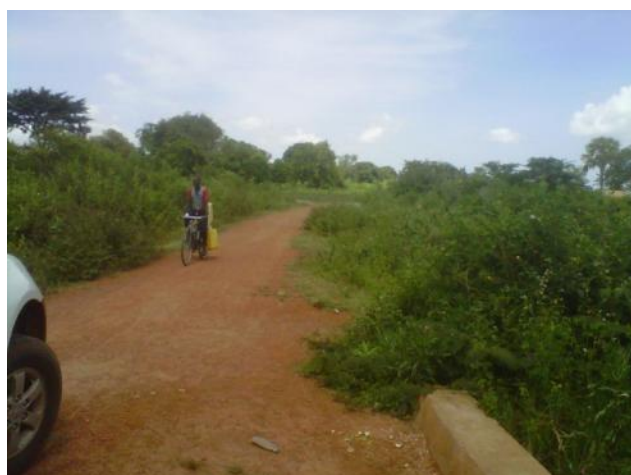
Item	Q1	Q2	Q3	Q4	Remarks
Date of release to Dokolo TC	4 Oct 2012	10 Mar 2013	10 Mar 2013	5 Jun 2013	
Delay from start of quarter	95 days	160 days	68 days	65 days	Av. 97 days each quarter
Delay from date of URF release	14 days	16 days	16 days	0 days	Av. 11.5 days each quarter

ii) Physical Performance

Works that had been done at the time of the monitoring field visit included only routine mechanised maintenance of several roads totalling 8.0Km. The monitoring team visited some selected roads where works had been done and made the observations in Table 32.

Table 32: Dokolo TC - Site observations on works implemented under the FY 2012/13 work plan

Sn	Road Name	Site Observations
1	Several roads which had not yet been named but were linking the villages of Alokiri, Awinyipanyi, Akongdyek, Akome among others	Scope of works on the roads included clearing, widening, removal of trees and stumps, spot gravelling, culvert installation and construction of headwalls. However no offshoots had been provided and the roads were already overgrown with grass across the shoulders and side drains. Some of the installed culverts had not been properly backfilled, while headwalls were yet to be constructed on other culverts.



Dokolo TC: Sections of some of the several roads worked on linking the villages of Alokiri, Awinyipanyi, Akongdyek, Akome among others



Dokolo TC: Sections of some of the several roads worked on linking the villages of Alokiri, Awinyipanyi, Akongdyek, Akome among others

iii) Implementation Challenges

Implementation challenges identified in Dokolo TC included:

- Late receipt of funds, which delayed implementation of planned road maintenance activities;
- Land acquisition issues leading to difficulties in provision of offshoots along the roads.

3.2.4.4 Key Issues Dokolo DLG

The key issues from the findings in Dokolo DLG were as summarised in Table 33.

Table 33: Key issues from findings in Dokolo DLG, FY 2012/13

SN	Finding	Risk/Effect	Strategies for improvement
1.	Delays in receipt of funds for road maintenance at both district (average 85.5 days from start of each quarter) and town council level (average 97 days from start of each quarter)	Failure to implement works as per the work plan	Improve timeliness of road maintenance funds through monthly collection and disbursement of Road User Charges.
2.	Poor quality works on roads – grading without compaction; poorly installed culverts; and non-provision of offshoots	Loss of value for money; quick deterioration of roads	Agency should be required to explain
3.	Disparities between planned works, actual works implemented, and works reported in the quarterly progress reports	Risk of overlaps in funding from different sources	Agency should be required to explain
4.	Inconsistencies in the different financial records and between the actual and reported expenditure – both at district and town council	Risk of loss of funds	Agency should be required to explain
5.	Insufficient stock of equipment for periodic maintenance works	Decreased periodic maintenance and therefore growth in maintenance backlog	Coordinate with MoLG and MoWT to expedite setting up of the planned regional centres

SN	Finding	Risk/Effect	Strategies for improvement
6.	Low appreciation of the force account policy, leading to challenges in implementation of works	Inefficiencies in implementation of the policy	Coordinate with MoWT and other MoLG to train agencies in force account operations
7.	Poor remuneration of the grader operators, who are paid safari day allowances of UGX 10,000	Diversion of equipment/ theft of fuel	Coordinate with MoWT, MoPS, MoLG and MFPED to review remunerations under the scheme
8.	Expenditure on operational costs in excess of the 4.5% limit	Undeclared reduction in scope of funded road maintenance activities	Operational costs should be revisited to determine a more optimal funding level
9.	Working on roads without official names in the town council	Overlaps in funding from other sources	This practice should be stopped. Only identified roads with names should be approved for funding
10.	Comingling of funds with funds for other sub-sectors in the works department	Recipe for diversion of funds/ internal borrowing	Agency should be required to open URF specific bank account
11.	High cost of repair and maintenance of the equipment from China arising from the FAW monopoly on dealership	High unit cost of road maintenance activities	Coordinate with MoWT and MoLG to either end the monopoly of rationalize cost of spares, repairs and maintenance with FAW

3.2.5 Amolatar District

3.2.5.1 Background

The district had a total road network of 203.9 Km of district roads on which planned works in FY 2012/13 were based with a total annual road maintenance budget of UGX 215.4 million, under the Uganda Road Fund (URF). In addition, the district had 2 town councils with a total annual budget of UGX 149.685 million; and 9 sub-counties with a total annual budget of UGX 32.199 million. Road maintenance works planned under Amolatar district and its sub-agencies for implementation in FY 2012/13 were as shown in Table 34. It can be seen from Table 34 that a total of 283.7Km were planned to receive routine manual maintenance; while a total of 16.5Km were planned to be periodically maintained with a total budget of UGX 397.3 million.

Table 34: Amolatar District Roads Maintenance Programme - Annual Work Plan, FY 2012/13

Name of DA/SA	Annual Budget (UGX million)	Routine Manual Maintenance (Km)	Periodic Maintenance (Km)	Remarks
Amolatar district	215.389	195.6	8.3	
Amolatar Town Council	86.561	38.1	3.2	
Namasale Town	63.124	0.0	5.0	

Name of DA/SA	Annual Budget (UGX million)	Routine Manual Maintenance (Km)	Periodic Maintenance (Km)	Remarks
Council				
CARs	32.199	50.0	0.0	9 sub-counties
Total	397.273	283.70	16.5	

The monitoring team visited Amolatar district, Amolatar Town Council and Namasale Town Council, from where the findings were as follows:

3.2.5.2 Amolatar district roads

Under URF funding, planned maintenance activities in FY2012/13 included periodic maintenance of 8.3Km¹⁷; and routine manual maintenance of 195.6Km. All the works were planned to be done using force account in line with the prevailing policy guidelines.

i) Financial Performance

At the time of the monitoring field visit done on 26-27 September 2013, the district had received a total of UGX 215.389 million (100% of IPF) all of which had been reportedly expended. The monitoring team was however not able to confirm the expenditures because the financial records had not yet been updated. The accountant in charge of works had absconded without handover and a new accountant had just been assigned the functions. Table 35 shows the performance of releases to Amolatar DLG at the time of monitoring, where it can be seen that the district works department received funds after an average of 98.5 days from the start of each quarter; and 13 days from the date of receipt of funds at the district general fund account.

Table 35: Performance of Releases for Amolatar District Roads Maintenance in FY 2012/13

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25%	50%	75.8%	100%	Cumulatively
Date of MFPED release	9 Aug 2012	14 Nov 2012	31 Jan 2013	23 May 2013	
% of annual Budget released by URF (Cumulatively)	20.2%	52.5%	75.7%	100%	Q1 release for CAR was 0%; and 100% in Q2
Date of URF release	20 Sept 2012	22 Feb 2013	22 Feb 2013	5 Jun 2013	
% of annual Budget released from Gen. Fund Account to works department	20.2%	52.5%	75.7%	100%	Cumulatively
Date of release to works dept	13 Oct 2012	7 Mar 2013	7 Mar 2013	8 Jun 2013	
Delay from start of quarter	104 days	157 days	65 days	68 days	Av. 98.5 days each quarter
Delay from date of URF	23 days	13 days	13 days	3 days	Av. 13 days each

¹⁷ Corner Aputi – Acengreny – Amai road (8.3Km)

Item	Q1	Q2	Q3	Q4	Remarks
release					quarter

ii) Physical Performance

Works that had been done by the time of the monitoring visit included: routine manual maintenance on roads totalling 114.9Km and periodic maintenance of 8.3Km¹⁸. Routine manual maintenance was not carried out on a total of 80.7Km. The monitoring team visited the roads in Table 36 and made the following observations:

Table 36: Amolatar DLG - Site observations on works implemented under the FY 2012/13 work plan

Sn	Road Name	Site Observations
1	Corner Aputi – Acengreny – Amai road <i>received periodic maintenance</i>	Works undertaken on the road included bush clearing, widening, grading, regravelling and culvert installation. Construction of headwalls was still in progress. The road had been well compacted and was still in good condition.
2	Adonyimo PS – Corner Akileng (3Km) <i>received routine mechanised maintenance</i>	This was a community access road in Aputi sub-county which had been graded during the year. Grass had however grown across the entire carriageway due to low traffic and lack of routine manual maintenance. The last 1Km of the road was however still in fair condition.



Amolatar DLG: Sections of Corner – Aputi – Acengreny – Amai road, which received periodic maintenance with construction of culvert headwalls still ongoing

¹⁸ Corner Aputi – Acengreny – Amai road (8.3Km)



***Amolatar DLG:** Sections of Adonyimo – Corner Akileng Community Access road, which was bush cleared and graded but with overgrown grass along most of the road*

iii) Implementation Challenges

Implementation challenges at the district included:

- Late receipt of road maintenance funds, which affects timely implementation of planned works;
- Difficulty in acquiring hired equipment from the open market;
- Inclement weather from the rains, which delayed the completion of works;
- Frequent breakdown of the grader coupled with the difficulty in getting spares in time, which affected timely implementation of works;
- Conflicting road network data, which affected the use of road gangs – actual network was bigger than the number of gangs provided for in the guidelines; and
- The lengthy procurement processes compounded by the limited number of contracts committee meetings – for prequalifying of materials and spares suppliers – which delayed commencement of works.

iv) Mainstreaming of Crosscutting Issues

The monitoring team was informed that the works department mainstreams gender issues through affirmative action for women workers during recruitment of road gangs, which had yielded 40% female participation in routine manual maintenance. HIV awareness was mainstreamed through sensitisation of workers and communities using the district probation officers. Environmental protection was mainstreamed through procurement and distribution of selected trees (mainly fruit trees) to communities. Planting was however mainly along the roads but care and ownership was by the communities.

3.2.5.3 Amolatar Town Council Roads

Under URF funding, planned maintenance activities in FY2012/13 included routine manual maintenance of 38.1Km; and periodic maintenance of 3.2Km (several roads, which had not yet been named). All the works were planned to be done using force account in line with the prevailing policy guidelines.

i) Financial Performance

At the time of the monitoring field visit done on 26th Sept 2013, Amolatar TC had received a total of UGX 86.56 million (100% of IPF) of which UGX 75.1 million (86.8% of releases) had been expended. The expenditures were mainly on routine mechanised maintenance (73.6% of releases); and operational costs (13.1% of releases); while a total of UGX 11.5 million (13.2% of releases) could not be ascertained as expenditures or unspent balances. Table 37 shows the performance of releases to Amolatar TC at the time of monitoring, where it can be seen that the district works department received funds after an average of 86.3 days from the start of each quarter; and 15.7 days from the date of receipt of funds at the district general fund account.

Table 37: Performance of Releases to Amolatar TC, FY 2012/13

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25%	50%	75.8%	100%	Cumulatively
Date of MFPED release	9 Aug 2012	14 Nov 2012	31 Jan 2013	23 May 2013	
% of annual Budget released by URF (Cumulatively)	16.7%	47.0%	75.0%	100%	Cumulatively
Date of URF release	20 Sept 2012	22 Feb 2013	22 Feb 2013	5 Jun 2013	
% of annual Budget released by DLG to Amolatar TC	25.0%	47.0%	75.0%	100%	
Date of release to Amolatar TC	12 Oct 2012	9 Jan 2013	14 Mar 2013	10 Jun 2013	
Delay from start of quarter	103 days	100 days	72 days	70 days	Av. 86.3 days each quarter
Delay from date of URF release	22 days	Transferred before release date	20 days	5 days	Av. 15.7 days each quarter

ii) Physical Performance

Works that had been done at the time of the monitoring field visit included only routine manual maintenance of 38.1Km and periodic maintenance of several roads totalling 2.0Km. The monitoring team visited some selected roads where works had been done and made the observations in Table 38.

Table 38: Amolatar TC - Site observations on works implemented under the FY 2012/13 work plan

Sn	Road Name	Site Observations
1	Several roads which had not yet been named	Scope of works on the roads included clearing, widening, grading and gravelling. A total of 5.0Km had been graded and 2.0Km gravelled and compacted. Some of the roads were however overgrown with grass across the shoulders/ carriageway.



Amolatar TC: Sections of some of the several roads that received periodic maintenance – the roads were yet to be given names

iii) Implementation Challenges

Implementation challenges identified in Amolatar TC included:

- Late receipt of funds, which delayed implementation of planned road maintenance activities;
- Long gravel haulage distances, which increased the unit rate of road maintenance works.

3.2.5.4 Namasale Town Council Roads

Under URF funding, planned maintenance activities in FY2012/13 included only periodic maintenance of 5.0km on new roads which had not yet been named. All the works were planned to be done using force account in line with the prevailing policy guidelines.

i) Financial Performance

At the time of the monitoring field visit done on 27th Sept 2013, Namasale TC had received a total of UGX 63.12 million (100% of IPF) all of which had been expended. The monitoring team could not verify the expenditures because all responsible officers were out of station. Table 39 shows the performance of releases to Namasale TC at the time of monitoring, where it can be seen that the district works department received funds after an average of 91.5 days from the start of each quarter; and 21.7 days from the date of receipt of funds at the district general fund account.

Table 39: Performance of Releases to Namasale TC, FY 2012/13

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25%	50%	75.8%	100%	Cumulatively
Date of MFPED release	9 Aug 2012	14 Nov 2012	31 Jan 2013	23 May 2013	
% of annual Budget released by URF (Cumulatively)	16.7%	47.0%	75.0%	100%	Cumulatively
Date of URF release	20 Sept 2012	22 Feb 2013	22 Feb 2013	5 Jun 2013	
% of annual Budget released by DLG to Namasale TC	16.7%	47.0%	75.0%	100%	
Date of release to Namasale TC	23 Oct 2012	12 Jan 2013	16 Mar 2013	15 Jun 2013	
Delay from start of quarter	114 days	103 days	74 days	75 days	Av. 91.5 days

Item	Q1	Q2	Q3	Q4	Remarks
					each quarter
Delay from date of URF release	33 days	Transferred before release date	22 days	10 days	Av. 21.7 days each quarter

ii) Physical Performance

Works that had been done at the time of the monitoring field visit included opening, shaping and compaction of several roads totalling 7.8Km. The monitoring team visited some selected roads where works had been done and made the observations in Table 40.

Table 40: Namasale TC - Site observations on works implemented under the FY 2012/13 work plan

Sn	Road Name	Site Observations
1	Several roads which had not yet been named but were linking Biko landing site, Lenku landing site, central ward and Kayago among others	Scope of works on the roads included clearing, widening, removal of trees and stumps and grading. However no offshoots/ drainage structures had been provided. Some of the roads were already completely covered with bush across the carriageway while on other roads overgrown grass was along the side drains/ shoulders. The roads required immediate clearing and provision of drainage structure in order to salvage the fund invested at the first phase. The impact would have been felt better if the works had not been phased across financial years and spread too wide.



Namasale TC: Sections of some of the several roads that received phased periodic maintenance – the roads were yet to be given names but were planned to be completed in FY 2013/14

3.2.5.5 Key Issues Amolatar DLG

The key issues from the findings in Amolatar DLG were as summarised in Table 41.

Table 41: Key issues from findings in Amolatar DLG, FY 2012/13

SN	Finding	Risk/Effect	Strategies for improvement
1.	Delays in receipt of funds for road maintenance at both district (average 98.5 days from start of each quarter) and town council level (average 88.9 days from start of each quarter)	Failure to implement works as per the work plan	Improve timeliness of road maintenance funds through monthly collection and disbursement of Road User Charges.

SN	Finding	Risk/Effect	Strategies for improvement
2.	Comingling of funds with those for other sub-sectors in the works department, which led to remittance of Q2 funds to the town councils 40 days before receipt of the funds by the district	Recipe for diversion of funds/ internal borrowing	Agency should be required to open URF specific bank account
3.	Disparities between planned works, actual works implemented, and works reported in the quarterly progress reports	Risk of overlaps in funding from different sources	Agency should be required to explain
4.	Insufficient stock of equipment for periodic maintenance works	Decreased periodic maintenance and therefore growth in maintenance backlog	Coordinate with MoLG and MoWT to expedite setting up of the planned regional centres
5.	Expenditure on operational costs in excess of the 4.5% limit	Undeclared reduction in scope of funded road maintenance activities	Operational costs should be revisited to determine a more optimal funding level
6.	Working on roads without official names in the town council	Overlaps in funding from other sources	This practice should be stopped. Only identified roads with names should be approved for funding
7.	High breakdown rate of the grader from China and the difficulty of obtaining spares in time	High unit cost of road maintenance activities	Coordinate with MoWT and MoLG to either end the monopoly of rationalize cost of spares, repairs and maintenance with FAW

3.2.6 Kabale Municipal Council

3.2.6.1 Background

Kabale municipal council has a total road network of 88.5Km of roads on which planned maintenance activities were based in FY 2012/13 with a total annual road maintenance budget of UGX 758.1 million, under the Uganda Road Fund (URF). The planned works included routine manual maintenance of 8.7Km of paved roads at a cost of UGX 15.7 million; routine manual maintenance of 77.8Km of unpaved roads at a cost of UGX 29.3 million; periodic maintenance of 1.82Km¹⁹ of paved roads at a cost of UGX 464.3 million; periodic maintenance of 0.2Km²⁰ at a cost of UGX 25.5 million; and culvert installation at a cost of UGX 6.8 million. The monitoring team observed that although the municipal council had a total budget of UGX 758.1 million, their official Indicative Planning Figure at URF was UGX 628.734 million and therefore with a shortfall of UGX 129.366 million (19.6% of annual budget). These funds

¹⁹ Rugarama road – Phase III (1.816Km);

²⁰ Rukonjo road (2.16Km)

were rolled over from FY 2011/12 and were expected to supplement the FY 2012/13 budget; however this did not happen thereby giving the shortfall. All the works were planned to be implemented by force account in line with the prevailing policy guidelines with the exception of periodic maintenance works which had on-going contracts.

The monitoring team visited Kabale MC from where the findings were as follows:

i) Financial Performance

At the time of the monitoring field visit done on 9th Sept 2013, the municipal council had received a total of UGX 628.734 million (100% of IPF but 82.9% of annual budget) of which UGX 623.622 million had been expended (99.2% of releases). However a total of UGX 90.417 million of the expenditures was not documented and could not be explained (14.4% of releases). The monitoring team also noted that while the municipal council had reported an unspent balance of UGX 45.666 million in their Q4 report, the bank statement closing balance on 30th June 2013 was UGX 5,111,838.

Documented expenditures comprised of UGX 14.44 million (2.3% of funds released) on routine manual maintenance works; UGX 469.1 million on periodic maintenance works (74.6% of funds released); and UGX 49.66 million on operational costs/other qualifying works (7.9% of funds released).

The Municipal Council rolled over UGX 129.37 million from FY 2011/12, which was returned to the consolidated fund at the end of the FY. The funds were committed to the ongoing periodic maintenance works but authorisation to utilise the funds was not secured.

Table 42 shows the performance of releases to Kabale MC at the time of monitoring.

Table 42: Performance of Releases to Kabale MC, FY 2012/13

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25%	50%	75.8%	100%	Cumulatively
Date of MFPED release	9 Aug 2012	14 Nov 2012	31 Jan 2013	23 May 2013	
% of annual Budget released by URF (Cumulatively)	25.0%	47.0%	75.0%	100%	Cumulatively
Date of URF release	17 Aug 2012	20 Dec 2012	22 Feb 2013	5 Jun 2013	
% of annual Budget released from Gen. Fund Account to works department	25.0%	47.0%	75.0%	100%	
Date of release to works dept	27 Aug 2012	31 Dec 2012	22 Feb 2013; 4 Mar 2013	7 Jun 2013	Q3 release was remitted in 2 tranches – no explanation given
Delay from start of quarter	57 days	91 days	62 days	67 days	Calendar days
Delay from date of URF release	10 days	11 days	10 days	2 days	

As shown in Table 42, the Municipal Council did not remit the Q3 release to the works department in its entirety. A total of UGX 50.351 million was not remitted immediately for unclear reasons but was later remitted after 10-days.

ii) Physical Performance

Works that had been done at the time of the monitoring field visit included: completion of periodic maintenance of Rukonjo road (2.16Km) and 2nd seal on Rugarama road (1.8Km); and routine manual maintenance of 10Km using a road gang of 15 people. The planned routine manual maintenance was not completed reportedly due to the limited size of the gang recruited. The monitoring team visited some selected roads where works had been done and made the observations in Table 43.

Table 43: Kabale MC - Site observation on works rolled over from FY 2011/12

Sn	Road Name	Site Observations
1	Rukonjo road (2.16Km) - <i>received periodic maintenance under contract rolled over from FY 2011/12</i>	Works done that had been done along the road included road widening, bush clearing, grading, gravelling, culvert installation and tree planting. Culvert installation was however still underway. The monitoring team however observed that the culvert outlet channels provided were poorly constructed and required improvement. Water ponding was observed at the start of the road due to poor drainage. The riding surface along the road was however still in good condition. Length measured was 2.2Km; average width of 8m
2	Rugarama road (1.816Km) - <i>received periodic maintenance under contract rolled over from FY 2011/12</i>	Works done that had been done along the road included application of the 2 nd bituminous seal, stone lining of side drains in selected sections, and installation of cross/ access culverts. Stone lining of side drains was however still outstanding in sections of about 200m. The monitoring team however observed some isolated potholes that had already developed along the road; and the road had a very uneven surface from Km 0.3 to 0.7. No project sign board had been provided. Length measured was 2.2Km; average width of 8m

iii) Implementing Challenges

Implementation challenges in the Municipal Council included:

- Lengthy procurement processes, which sometimes had to be repeated thereby delaying commencement of works;
- Limited funding, which forced the phasing of works thereby subjecting the works to damage of finished works; poor quality final outputs; social challenges arising from suspicion of misappropriation of funds; and repeat processes.
- Low appreciation of the force account guidelines, leading to delays and challenges in rolling out implementation of works under force account;
- Net underfunding of the annual work plan as a result of failure to secure authorisation to utilise funds rolled over from FY 2011/12, which had been committed with ongoing contracts.

iv) Mainstreaming of Crosscutting Issues

The monitoring team was informed that environmental protection issues had been mainstreamed through planting of trees along roads contracted out in FY 2011/12. Gender issues and HIV awareness had however not yet been mainstreamed and implementation of major works under the force account policy had not yet commenced in the municipal council.



Kabale MC: Sections of some of Rukonjo road that received periodic maintenance – (L) gravelled section of the road; (C) poorly constructed culvert outflow channel; (R) Inlet of one of the culverts installed along the road



Kabale MC: Sections of some of Rugarama road that received periodic maintenance – (L) resealed section with stone lined side drain; (C) pothole in newly resealed section; (R) resealed section with stone lined side drains

3.2.6.2 Key Issues Kabale MC

The key issues from the findings in Kabale MC were as summarised in Table 44.

Table 44: Key issues from findings in Kabale MC, FY 2012/13

SN	Finding	Risk/Effect	Strategies for improvement
1.	Delays in receipt of funds for road maintenance (average 69 days from start of each quarter)	Failure to implement works as per the work plan	Improve timeliness of road maintenance funds through monthly collection and disbursement of Road User Charges.
2.	Limited funding which forced the phasing of works thereby subjecting the works to damage of finished works; poor quality final outputs; social challenges; and repeat processes	High unit cost of maintenance works; and Poor quality works	DAs should be advised to budget within available funds and phase works on basis of length rather than activities.
3.	Unsupported expenditure totalling UGX 90.417	Loss of road	DA should be audited/ required

SN	Finding	Risk/Effect	Strategies for improvement
	million	maintenance funds	to explain
4.	Misreporting of both financial and physical performance information	Loss of road maintenance funds	DA should be required to explain
5.	Comingling of funds whereby URF funds were kept in same bank accounts and used interchangeably with funding for other works sub-sectors	Risk of loss of road maintenance funds	Agencies should be required to open separate bank accounts for URF funding
6.	Low prioritization of routine manual maintenance in favour of periodic maintenance/upgrading works thereby rendering the rest of the road network dilapidated	Increase of road maintenance backlog in the DA	Agency should be required to explain why the issued budget guideline was not followed
7.	Low appreciation of the force account policy, leading to challenges in implementation of works	Inefficiencies in implementation of the policy	Coordinate with MoWT and other MoLG to train agencies in force account operations

3.2.7 Hoima DLG

3.2.7.1 Background

Hoima DLG had a total road network of 702.9Km of roads on which planned maintenance activities were based in FY 2012/13 with a total annual road maintenance budget of UGX 748.127 million, under the Uganda Road Fund (URF). Road maintenance works planned for implementation in FY 2012/13 under Hoima DLG were as shown in Table 45. It can be seen from Table 45 that a total of 617.8 Km were planned to be routinely maintained, while a total of 85.1km²¹ were planned to be periodically maintained.

Table 45: Hoima DLG Roads Maintenance Programme - Annual Work Plan, FY 2012/13

Name of DA/SA	Annual Budget (UGX million)	Routine Maintenance (Km)	Periodic Maintenance (Km)	Remarks
District Roads	574.010	589.0	59.0	
Kigoroby TC	64.296	28.8	4.6	
CARS	110.821	0.0	21.5	
Total	748.127	617.8	85.1	

All the works were planned to be implemented by force account in line with the prevailing policy guidelines. The monitoring team visited Hoima DLG from where the findings were as follows:

i) Financial Performance

At the time of the monitoring field visit done on 17th July 2013, Hoima District roads had received a total of UGX 454.02 million (79.1% of IPF), actual expenditures could not be extracted from the cash books

²¹ Kyarubanga-kicungajjembe (8Km); Bulindi Dwoli (17Km); Mukabara Rhunga(8Km); Kigoroby-Kibiro (5Km); Munteme Mukabara (14Km); Kigaya Kihabwemi Road (10Km); Main street and Kyabisigazi Road (4.6Km).

but a lump sum value of UGX 1,178.239 Billion (259.5% of receipts) had been spent without a clear breakdown; and Kigoroby TC had received a total of UGX 64.296 million (100% of IPF) with expenditures amounting to UGX 41.479 million (64.5% of receipts) of which UGX 10.944 million (17.02% of receipts) was expended on routine maintenance activities; and UGX 30.535 million (47.49% of receipts) was expended on force account works.

Table 46 shows the performance of releases to Hoima DLG at the time of monitoring.

Table 46: Performance of Releases to Hoima DLG, FY 2012/13

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25%	50%	76%	100%	Cumulatively
Date of MFPED release	9 Aug 2012	14 Nov 2012	31 Jan 2013	14 May 2013	
% of annual Budget released by URF (Cumulatively)	25%	47%	72%	100%	Cumulatively
Date of URF release	21 Aug 2012	30 Nov 2012	23 Feb 2013	29 May 2013	
% of annual Budget released from Gen. Fund Account to works department	25%	47%	68.7%	96.5%	Cumulatively
Date of release to works dept	22 Aug 2012	27 Dec 2012	7 Mar 2013	10 June 2013	
Delay from start of quarter	53 days	88 days	66 days	71 days	Calendar days
Delay from date of URF release	1 days	27 days	12 days	12 days	Calendar days

ii) Physical Performance

Works that had commenced at the time of the monitoring field visit included:

- Routine manual maintenance on the planned 617.8Km by contract;
- Bush clearing and shaping of roads meant for periodic maintenance totalling to 35.5Km²².

The monitoring team visited some of the works implemented under the FY 2012/13 work plan and made the observations shown in table 47:

Table 47: Hoima DLG- Site observations on works implemented under the FY 2012/13 work plan

Sn	Road Name	Site Observations
1	Bujalya-Rwemparaki Kitoole (13Km) <i>reported for periodic maintenance</i>	No works had been carried out on this road at the time of monitoring and yet it was reported in the Q3 accountability report that 3km of grading spot regravelling had been carried out at a cost of UGX 15.0 million.
2	Mukabara Ruhanga (7.6 Km) <i>undergoing periodic maintenance</i>	Grading and shaping had been carried out on this road in August 2012. Potholes were observed from chainage 3+600 to chainage 3+800 requiring immediate intervention of pothole filling. At chainage 4+500, the road had overgrown grass requiring immediate maintenance.
3	Mukabara Kizirafumbi (9.3Km) <i>undergoing periodic maintenance</i>	The road was visually in fair condition.
4	Kyarubanga Kicungajjembe	Bush clearing had been carried out up to 5.2km.

²² Kyarubanga-kicungajjembe (5Km); Bulindi Dwoli (17Km); Mukabara Rhunga(8Km); and Kigoroby-Kibiro (5Km).

Sn	Road Name	Site Observations
	(8.5Km); <i>undergoing periodic maintenance</i>	
5	Kihombya Karuhanga (6Km) <i>undergoing routine manual maintenance</i>	Routine manual maintenance had last been carried out in February 2013. There was overgrown grass on the road requiring immediate intervention.
6	Wambya Bridge <i>undergoing periodic maintenance</i>	The contract was awarded in FY 2011/12, but the bridge was washed away and it was undergoing emergency intervention.
7	Bulindi Dwoli (17Km); <i>undergoing periodic</i>	Grading had been carried out and gravelling was ongoing.
7	Main street (1.75Km); <i>undergoing periodic maintenance</i>	Light grading had been carried out and the road was visually in good condition.
8	Kaguta road (1Km); <i>undergoing periodic maintenance</i>	Grading, installation of two lines of culverts and construction of headwalls had been carried out. The road was visually in good condition.
9	Kyabisagazi road (1.4 Km); <i>undergoing periodic maintenance</i>	Light grading had been carried out.

iii) Implementing Challenges

Implementation challenges at the district included:

- Intervening change in policy to exclusive force account could not be implemented because RMM works had already been contracted out.
- Critical staffing in the works department, which undermines effective planning and supervision of works as the volunteers were dismissed by public service.
- Insufficient equipment for force account works as the distributed equipment did not have a roller and a water bowser, which are critical in grading and gravel works;
- Frequent breakdown of new equipment and especially the grader, which had been down for 1-month;
- High expenditures being incurred in maintaining of the equipment.
- There has been no training for Force Account thus making implementation a challenge.

iv) Mainstreaming of Crosscutting Issues

The team was informed that the district mainstreams environmental protection issues through enforcement of the requirement for reinstatement of gravel borrow pits.

Gender issues were mainstreamed through deliberate efforts enrolment of female contractors in RMM contracts. For instance the female contractors were 32 (40%) out of 80 contractors.

HIV awareness was mainstreamed in through sensitisation messages on project bill boards of contracted works.

3.2.7.2 Key Issues Hoima DLG

The key issues from the findings in Hoima DLG were as summarised in Table 48.

Table 48: Key issues from findings in Hoima DLG, FY 2012/13

SN	Finding	Risk/Effect	Strategies for improvement
1.	Gang system had not yet been effected, and contractors had already been procured for FY 2013/14.	Excess deployment of funds; Loss of road maintenance funds	The gang system should fully be engaged in the FY 2013/14.
2.	Delays in commencement of planned works. Generally, all periodic maintenance works had just commenced at the time of the M&E field visit, with physical completion at about 30%.	The works were likely to be carried over to Q1 FY 2012/13 WP, and hence may have financial implication.	URF should consider establishment of TSUs to help improve capacity of DAs
3.	Inaccurate reporting - quarterly accountability reports submitted by the DA were not reflecting the actual works and expenditures on ground. For instance, in Hoima DLG, Q3 Accountability report was indicating that works had been done on most of the roads with payments already made and yet works had just started at the time of M&E (July) and others no works had commenced as yet. Further, in Kigoroby TC, the receipts and expenditures were different from what was submitted in the Q3 accountability report.	Diversion of funds, and hence financial loss.	DA should be audited
4.	Submission of accountability on roads not in the work plan and where no works have been carried out completely. For instance, Bujalya-Rwemparaki-Kitoole road did not exist in the WP, and no works had been carried out, and yet it was reported in the Q3 accountability report that 3km of grading and spot regravelling had been carried out at a cost of UGX 10.0 million; For Bulindi – Dwoli road, grading had just started at the time of monitoring field visit (July), and yet all the 17km were reported to have been worked on citing grading and regravelling to have been carried out at a cost of UGX 35.0 million in Q3.	Loss of road maintenance funds	DA should be audited
5.	Comingling of funds, which made disaggregation of financial data and verification of the financial accountability reports difficult.	Diversion/ loss of road maintenance funds	DA should be compelled to open separate account for URF funds
6.	Double funding from URF and LGMSDP on Nyakandara swamp in Kigoroby TC in Hoima DLG. The accountability report submitted to URF indicates that 17 million	Risk of duplicity of funding; loss of road maintenance funds	DA should be audited

SN	Finding	Risk/Effect	Strategies for improvement
	shillings was spent on this swamp.		
7.	Failure to commence works in the submitted work plan for instance works on Munteme Mukabara (14km) and Kigaya Kihabwemi road (10km) had not yet started.	Risk of duplicity of funding; loss of road maintenance funds	DA should be required to regularize all works through submission of a revised work plan
8.	Late receipt of funds at end user points – typically 60 days every quarter	Failure to implement works as per the work plan	Improve timeliness of road maintenance funds through monthly collection and disbursement of Road User Charges.
9.	Low staffing in the works department	Slow implementation of planned activities; and failure to implement works as per the work plans	Pursue strategies to improve adequacy and availability (supply and retention) of technical staff in district works departments
10.	Insufficient equipment for routine mechanized and periodic maintenance	Poor quality works and faster deterioration of roads	Equip districts with water bowsers and vibratory rollers to complete the minimum set of equipment
11.	Weak capability of the new road construction equipment from China.	High unit cost of maintenance works; Poor quality works; and high equipment maintenance costs	Review soundness of entire stock of equipment to take advantage of warranty provisions where applicable Invest in rehabilitation of the old stock of equipment to ensure sustainability of the force account policy and control unit cost of road maintenance

3.2.8 Hoima Municipal Council

3.2.8.1 Background

Hoima municipal council had a total road network of 150.41Km of roads on which planned maintenance activities were based in FY 2012/13 with a total annual road maintenance budget of UGX 471.862 million, under the Uganda Road Fund (URF). Road maintenance works planned for implementation in FY 2012/13 under Hoima municipal council were as shown in table 49. It can be seen from table 49 that a total of 114.7 Km were planned to be routinely maintained, while a total of 35.71Km²³ were planned to be periodically maintained.

Table 49: Hoima Municipal Council Roads Maintenance Programme - Annual Work Plan, FY 2012/13

Name of DA/SA	Annual Budget (UGX million)	Routine Maintenance (Km)	Periodic Maintenance (Km)	Remarks
Hoima MC	471.862	114.7	35.71	
Total				

²³ Katasiha-katikara (5Km); karongo-Budaka (5Km); Muganyizi-Aziizi (0.7Km); Kasaija-Bishops House (0.4Km); Kanenankumba-Kihanga-Kihemba (4.9Km); Bwanya-Kidoti-Kibona (5Km); Kikwatamigo-Bwanya (2Km); Kibingo-Kyakadongo-Itara-Kasonde-Buhiga (6Km); Wambabya-Kyabalyanga ((6Km); Surface dressing of commercial, market and Duhangura roads (0.71Km).

Name of DA/SA	Annual Budget (UGX million)	Routine Maintenance (Km)	Periodic Maintenance (Km)	Remarks
	471.862	114.7	35.71	

All the works were planned to be implemented by force account in line with the prevailing policy guidelines. The monitoring team visited Hoima MC from where the findings were as follows:

i) Financial Performance

At the time of the monitoring field visit done on 17th July 2013, the municipal council had received a total of UGX 471.851 million (100% of IPF). Expenditures amounted to UGX 176.221 million (37.35% of receipts) of which UGX 85.8 million (18.19% of receipts) was expended on routine maintenance activities; and UGX 90.4 million (19.16% of receipts) was expended on hire of equipment and periodic maintenance activities.

Table 50 shows the performance of releases to Hoima MC at the time of monitoring.

Table 50: Performance of Releases to Hoima MC, FY 2012/13

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25%	50%	76%	100%	Cumulatively
Date of MFPED release	9 Aug 2012	14 Nov 2012	31 Jan 2013	14 May 2013	
% of annual Budget released by URF (Cumulatively)	12.5%	37.5%	75%	100%	Cumulatively
Date of URF release	21 Aug 2012	30 Nov 2012	23 Feb 2013	29 May 2013	
% of annual Budget released from Gen. Fund Account to works department	12.5%	37.5%	75%	100%	Cumulatively
Date of release to works dept	13 Sept 2012	25 Jan 2013	7 Mar 2013	10 June 2013	
Delay from start of quarter	74 days	117 days	66 days	62 days	Calendar days
Delay from date of URF release	23 days	56 days	12 days	12 days	Calendar days

ii) Physical Performance

Works that had commenced at the time of the monitoring field visit included:

- Routine manual maintenance on the planned 114.7Km by contract;
- Bush clearing and shaping of roads meant for periodic maintenance totalling to 21.7Km²⁴.

The monitoring team visited some of the works implemented under the FY 2012/13 work plan and made the observations shown in Table 51:

Table 51: Hoima MC - Site observations on works implemented under the FY 2012/13 work plan

Sn	Road Name	Site Observations
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²⁴ Katasiha-katikara (5Km); Kanenankumba-Kihanga-Kihemba (4.7Km); Bwanya-Kidoti-Kibona (5Km); Kikwatamigo-Bwanya (2Km); Kibingo-Kyakadongo-Itara-Kasonde-Buhiga (6Km); Wambabya-Kyabalyanga (8Km);

Sn	Road Name	Site Observations
1	Katasiiha – Katikara (5Km) <i>undergoing periodic maintenance</i>	Only bush clearing had been carried out on 2km at the time of field visit. In the work plan, they had proposed to carry out grading, gravelling, culvert installations and drainage on the entire 5km.
2	Kanenankumba-Kihanga-Kihemba (4.7Km) <i>undergoing periodic maintenance</i>	Only grading had been carried out on the entire section but gravelling and culvert installation and not started. The quality of work done was visually good.
3	Bwanya-Kidoti-Kibona (5Km) <i>undergoing periodic maintenance</i>	Only bush clearing had been carried out on 2km at the time of field visit. In the work plan, they had proposed to carry out grading, gravelling, culvert installations and drainage on the entire 5km.
4	Kikwatamigo-Bwanya (2Km); <i>undergoing periodic maintenance</i>	Only grading had been carried out on the entire section but gravelling and culvert installation and not started. The quality of work done was visually good.
5	Kibingo-Kyakadongo-Itara-Kasonde-Buhiga (6Km) <i>undergoing routine mechanised maintenance</i>	Bush clearing and shaping had been carried out on 4.9km. Gravelling and culvert installation had not yet started
6	Wambabya-Kyabalyanga (8Km) <i>undergoing routine mechanised maintenance</i>	Shaping had been carried out on the road. Gravelling and culvert installation had not yet started

iii) Implementing Challenges

Implementation challenges at the municipal council included:

- Intervening change in policy to exclusive force account could not be implemented because RMM works had already been contracted out.
- Critical staffing in the works department, which undermines effective planning and supervision of works.
- Insufficient equipment for force account works as the distributed equipment did not have a roller and a water bowser, which are critical in grading and gravel works;
- High expenditures being incurred in maintaining of the equipment for instance, MOWT wrote a letter instructing local governments to buy equipment from suppliers, and yet a pair of blades is UGX 1.2million, and yet originally, their suppliers were selling to them between UGX 0.9-1.0million.

iv) Mainstreaming of Crosscutting Issues

The team was informed that the municipal council mainstreams environmental protection issues through enforcement of the requirement for reinstatement of gravel borrow pits.

Gender issues were mainstreamed through deliberate efforts enrolment of female contractors in RMM contracts. For instance the female contractors were 25 (47%) out of 53 contractors.

HIV awareness was mainstreamed through sensitisation messages on project bill boards of contracted works.

3.2.8.2 Key Issues Hoima MC

The key issues from the findings in Hoima MC were as summarised in Table 52.

Table 52: Key issues from findings in Hoima MC, FY 2012/13

SN	Finding	Risk/Effect	Strategies for improvement
1.	Gang system had not yet been effected, though the team was informed that the municipal was trying to mobilise ways of recruiting.	Excess deployment of funds; Loss of road maintenance funds	DA should be required to commence use of gang system with immediate effect.
2.	Delays in commencement of planned works. Generally, all periodic maintenance works had just commenced at the time of the M&E field visit, with physical completion at about 30%.	The works were likely to be carried over to Q1 FY 2012/13 WP, and hence may have financial implication.	URF should consider establishment of TSUs to help improve capacity of DAs
3.	Weak capability of the new road construction equipment from China.	High unit cost of maintenance works; Poor quality works; and high equipment maintenance costs	Review soundness of entire stock of equipment to take advantage of warranty provisions where applicable Invest in rehabilitation of the old stock of equipment to ensure sustainability of the force account policy and control unit cost of road maintenance
4.	Late receipt of funds at end user points – <i>typically 60 days every quarter</i>	Failure to implement works as per the work plan	Improve timeliness of road maintenance funds through monthly collection and disbursement of Road User Charges.
5.	Low staffing in the works department	Slow implementation of planned activities; and failure to implement works as per the work plans	Pursue strategies to improve adequacy and availability (supply and retention) of technical staff in district works departments
6.	Insufficient equipment for routine mechanized and periodic maintenance	Poor quality works and faster deterioration of roads	Equip districts with water bowsers and vibratory rollers to complete the minimum set of equipment
7.	Poor quality spares and ground engaging tools from the equipment maintenance dealer (FAW) which DAs are being forced to buy	High unit cost of maintenance works; Poor quality works; and high equipment maintenance costs	Pursue removal of the monopoly of the dealership and regulation of the quality of spares and ground engaging tools imported for the machines

3.2.9 Maracha DLG

3.2.9.1 Background

Maracha DLG had a total road network of 268.4Km of roads on which planned maintenance activities were based in FY 2012/13 with a total annual road maintenance budget of UGX 371.021 million, under the Uganda Road Fund (URF). Road maintenance works planned for implementation in FY 2012/13

under Maracha DLG were as shown in Table 53. It can be seen from Table 53 that a total of 236.4 Km were planned to be routinely maintained, while a total of 32.0km²⁵ were planned to be periodically maintained.

Table 53: Maracha DLG Roads Maintenance Programme - Annual Work Plan, FY 2012/13

Name of DA/SA	Annual Budget (UGX million)	Routine Maintenance (Km)	Periodic Maintenance (Km)	Remarks
Maracha District Roads	262.099	152.4	21.0	
Maracha TC	68.984	16.0	11.0	
CARS	44.938	68.0	0.0	
Total	376.021	236.4	32.0	

All the works were planned to be implemented by force account in line with the prevailing policy guidelines. The monitoring team visited Maracha DLG from where the findings were as follows:

i) Financial Performance

At the time of the monitoring field visit done from 8th -9th July 2013, Maracha DLG had received a total of UGX 374.021 million (99.5% of IPF) with expenditures amounting to UGX 158.351 million (42.3% of receipts) of which UGX 44.932 million (12.02% of receipts) was expended on contracted works; and UGX 113.419 million (30.3% of receipts) was expended on force account works.

Table 54 shows the performance of releases to Maracha DLG at the time of monitoring.

Table 54: Performance of Releases to Maracha DLG, FY 2012/13

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25%	50%	76%	100%	Cumulatively
Date of MFPED release	9 Aug 2012	14 Nov 2012	31 Jan 2013	14 May 2013	
% of annual Budget released by URF (Cumulatively)	22%	53.3%	75.9%	100%	Cumulatively
Date of URF release	21 Aug 2012	30 Nov 2012	23 Feb 2013	29 May 2013	
% of annual Budget released from Gen. Fund Account to works department	22%	53.3%	76.1%	99.5%	Cumulatively
Date of release to works dept	14 Aug 2012	3 Jan 2013	19 Mar 2013	13 June 2013	
Delay from start of quarter	45 days	95 days	78 days	105 days	Calendar days
Delay from date of URF release	-7 days	34 days	24 days	15 days	Calendar days

ii) Physical Performance

²⁵ Abiria-Anyivu-Andayi (7Km); Anyai bridge Kijomoro (5Km); Simbili-Oleba (8.5Km); Cattle dip-Zalia (3Km); Alivu-Rodo (2Km); Ester bar Road (2Km); and Mvaolifea-Ayi bridge (4Km).

Works that had commenced at the time of the monitoring field visit included:

- Routine manual maintenance of 129Km by force account;
- Routine mechanised maintenance of 45km; and
- Periodic maintenance on 14km
- Periodic maintenance totalling to 14.0Km²⁶.

The monitoring team visited some of the works implemented under the FY 2012/13 work plan and made the observations shown in Table 55:

Table 55: Maracha DLG - Site observations on works implemented under the FY 2012/13 work plan

Sn	Road Name	Site Observations
1	Alija road (2.9Km) <i>reported for periodic maintenance</i>	Bush clearing and grading had been carried out on this road. However, there was overgrown grass along the side drains. At chainage 0+200, there was water logging on the side drains, and thus the drain required reshaping. At chainage 1+600, a culvert was required.
2	Yivu-Goigoi road (6.7 Km) <i>undergoing labour based routine maintenance.</i>	The culverts had been well maintained, however, there was need for scour checks.
3	Adongoro road (1Km) <i>undergoing periodic maintenance</i>	This road was not in the WP. Bush clearing had been carried out. The road was visually in fair condition with a good camber. However, some defects such as galley erosion was observed on some sections.
4	Didi road (0.8km); <i>undergoing routine mechanised maintenance</i>	Bush clearing had been carried out.
5	Abiria-Anyivu-Andayi road (5Km) <i>undergoing periodic maintenance</i>	Bush clearing and shaping had been carried out.
6	Kololo-Odrua road (5km) <i>undergoing routine mechanised maintenance</i>	Ditch formation was carried out, however, there is need for gravelling of the road.
7	Nyadri-Tara Road (13.5Km); <i>undergoing routine mechanised maintenance.</i>	Ditch formation was carried out.

iii) Implementing Challenges

Implementation challenges at the district included:

- Critical staffing in the works department, which undermines effective planning and supervision of works as it was observed that there were only 3 staffs in the works department.
- There is no fuel station in Maracha district making fuel very expensive.
- Operational costs are always in excess of the 4.5% limit. This is mainly due to lots of reports required by URF, such that a lot of money is spent on transport to and fro Kampala, besides, the district councillors request for a lot of money for M&E, and yet there is no proper source of local revenue for the district.

²⁶ Kyarubanga-kicungajjembe (5Km); Bulindi Dwoli (17Km); Mukabara Rhunga(8Km); and Kigoroby-Kibiro (5Km).

- Insufficient equipment for force account works as the distributed equipment did not have a roller and a water bowser, which are critical in grading and gravel works.

iv) Mainstreaming of Crosscutting Issues

The team was informed that the district mainstreams environmental protection issues through enforcement of the requirement for reinstatement of gravel borrow pits, and planting of trees had been planned to commence.

Gender issues were mainstreamed through deliberate efforts to recruit women into the gang system though the women fear to do certain kinds of work. There were 15 (16%) of women out of 96 road workers.

HIV awareness was mainstreamed through sensitisation messages on project bill boards of contracted works, sensitization of workers and community at the start of the projects, and at times other funders distribute condoms.

3.2.9.2 Key Issues at Maracha DLG

The key issues from the findings in Maracha DLG were as summarised in Table 56.

Table 56: Key issues from findings in Maracha DLG, FY 2012/13

SN	Finding	Risk/Effect	Strategies for improvement
1.	General poor condition of district road network. It was noted a huge section of the district road network was in very poor condition.	Past funding could have been lost	DA should be required to explain and programme for previous periods should be audited
2.	Late quarterly release of road maintenance funds was affecting implementation of planned activities. It was noted that road gangs worked only when funds were on the account.	Failure to implement planned activities	URF should lay strategies to improve timeliness of funding at end user points
3.	Poor absorption of road maintenance funds as it was noted that only 42.3% of the funds had been absorbed at the time of monitoring in July 2013.	Failure to implement planned activities	URF should consider establishment of regional TSUs to improve capacity of DAs
4.	The DRC was not yet functional	Loss of value due to poor oversight	DA should be compelled to form and activated its DRC
5.	Low staffing in the works department	Failure to implement planned activities	URF should consider establishment of regional TSUs to improve capacity of DAs
6.	Insufficient equipment for routine mechanized and periodic maintenance	Poor quality works and faster deterioration of roads	Advocate for completion of equipping of force account units in LGs and zonal units for periodic maintenance works

4.0 Key Issues, Risks and Recommended Actions

4.1 National Roads

The key issues, risks and recommended actions identified on the National Roads Maintenance Programme included:

- i). Late receipt of road maintenance funds at UNRA stations leaving little time for implementing the quarterly work plans. The monitored UNRA stations received funds after 52 days in Q1, 74 days in Q2, and 74 days in Q3. There was no release for road works in Q4.
- ii). Inadequate allocation and late release of fuel to UNRA stations, which was affecting absorption of funds at the stations and timely implementation of works.
- iii). Capacity constraints at UNRA stations arising from inadequate staffing; and inadequate and old equipment base.
- iv). The UGX 44.1bn shortfall in MFPED releases experienced in Q4 affected the implementation of UNRA work plan.
- v). Scarcity of gravel for maintenance of roads in some regions.
- vi). Urgent need of maintenance interventions on some bridges, roads and facilities like guardrails/gabions on Kotchi-Atiiba Bridge; and repairs on the passenger shade at Sinyanya ferry landing site.

Risk

All the issues identified indicate a real risk of failure by the agency to effectively implement the national roads maintenance programme.

Recommendation

- a) URF should take action to improve timeliness of road maintenance funds at the end-user points through deliberate improvement of systems in URF and UNRA; and pursuing independence from the consolidated fund to obviate delays between MFPED and URF.
- b) UNRA should improve internal systems to minimise delays in provision of fuel at the road maintenance stations; and rationalise fuel provisions with the planned force account works.
- c) UNRA should fast track the use of alternative technologies for roads in areas where gravel is scarce.

4.2 DUCAR network

The key issues, risks and recommended actions identified within the DUCAR agencies included:

- i). Unsupported expenditure totalling UGX 90.417 million in Kabale MC

There is a risk of loss of road maintenance funds

- ii). Lethargy in implementing the force account policy arising from inadequate understanding and appreciation of the issued implementation guidelines. Crosscutting questions included: costing of works; approach to recruitment and payment of workers; risk and accountability issues.

There is a risk that planned outputs were not achieved and/or force account operations could have been abused.

- iii). Weak capability of the new road construction equipment from China. Graders are weak and frequently breakdown;

There is therefore a risk of increment of maintenance costs; and high incidence of poor quality works.

- iv). Expenditure on operational costs in excess of the 4.5% limit, which inherently implied diversion of funds from other planned activities.

There is a risk of reduced road maintenance outputs.

- v). Comingling of funds was observed across some DUCAR agencies monitored. URF funds were kept on same bank accounts and used interchangeably with funds from other sources like PRDP, DLSP and other road rehabilitation programmes. This enables internal borrowing, which may lead to over expenditures and/or diversion of funds.

There is a risk of loss of road maintenance funds through non-return of internally borrowed funds; crosscutting expenses like bank charges; and overlaps in accountabilities with other funding sources.

- vi). Extensive ravaging of roads by rains leading to premature spot failures; impediment of access; and accelerated deterioration.

There is a risk of loss of accessibility to some regions and worsening public roads condition.

- vii). In Hoima and Dokolo DLG, it was observed that the quarterly reports submitted to URF by the agencies were grossly inaccurate and it was very likely that the misrepresentation of both physical and financial progress was deliberate.

There is a risk of loss of road maintenance funds through falsifying of documentations and misrepresentation of accountabilities.

- viii). Dysfunctional DRCs in the several districts monitored.

There is a risk of misuse of funds as a result of Low oversight on road maintenance activities

- ix). Poor remuneration of grader operators, who are paid safari day allowances of UGX 10,000
There is a risk of Diversion of equipment/ theft of fuel
- x). Huge road maintenance backlog across all categories of district roads
There is a risk of Low impact of road maintenance funding
- xi). Delays in receipt of funds for road maintenance at both district (average 74 days from start of each quarter) and town council level (average 78 days from start of each quarter)
There is a risk of Failure to implement works as per the work plan
- xii). High unit rate of force account works leading to non-completion of planned works
There is a risk of Loss of value for money
- xiii). Poor quality works on roads – grading without compaction and without provision of drainage facilities.
There is a risk of Loss of value for money; quick deterioration of roads
- xiv). Submission of accountability on roads not in the work plans and where no works have been carried out completely in Hoima DLG.
There is a risk of loss of road maintenance funds
- xv). Maintenance of roads outside the approved annual work plans in Hoima MC
There is a risk of loss of funds through overlaps in accountabilities
- xvi). Double funding from URF and LGDP on Nyakandara swamp in Kigoroby TC in Hoima DLG.
There is a risk of loss of funds through overlaps in accountabilities

Recommendation

- a) Kabale MC should be audited/ required to explain the unsupported expenditures.
- b) DUCAR agencies should be supported to commence, expedite and complete implementation of planned works for FY 2013/14
- c) Soundness of the Chinese equipment distributed among local governments should be reviewed to take advantage of warranty provisions where applicable.
- d) Government should invest in the rehabilitation of the old stock of equipment at the local governments in order to ensure sustainability of the force account policy and to help control the unit cost of road maintenance.

- e) URF should take action to improve timeliness of road maintenance funds at the end-user points through deliberate improvement of fund management and tracking systems in URF; and pursuing independence from the consolidated fund to obviate delays between MFPED and URF.
- f) Coordinate with MoWT to ensure adequate training of machine operators across the country
- g) Expedite establishment of the DRC regulations and coordinate with MoLG on the effective operation of DRCs
- h) Coordinate with MoWT, MoPS, MoLG and MFPED to review remunerations of road gangs under the scheme
- i) URF should immediately institute an audit for Hoima DLG.
- j) Hoima DLG should submit clear accountabilities on how the funds were spent on Nyakandara swamp in Kigorobya TC
- k) Training of technical officers, accounting officers, accountants/finance officers, procurement officers and internal auditors on the modalities of the force account scheme should be undertaken so as to minimise unintended mistakes and lethargy in the use of force account;
- l) Soundness of the Chinese equipment distributed among local governments should be reviewed to take advantage of warranty provisions where applicable;
- m) Agencies should be required to open separate bank accounts for URF funding. This should be in appropriate banks within reasonable distance from the DLG;
- n) Pursue strategies to improve adequacy and availability (supply and retention) of technical staff in district works departments;
- o) Operational costs should be revisited to determine a more optimal funding level
- p) Equip districts with water bowsers and vibratory rollers to complete the minimum set of equipment

ANNEX 1

OFFICIALS MET DURING MONITORING

Name	Position of Responsibility	Institution/ Location
National Roads Maintenance Programme		
Robert Byekwaso	Station Engineer, Kabale	UNRA, Kabale
	Assistant Engineer, Contracts	
	Assistant Engineer, Force Account	
	Assistant Accountant	
Richard Lwome	Station Engineer	UNRA, Moyo
Chris Kihagira	Inspector of works	
Eng. Musisi	Incharge of contracts and LBC	UNRA Hoima
Mr. Babalanda	Mechanical supervisor	
	Accountant	
District, Urban and Community Access Roads Programme		
		Amolatar District Local Government
Logole Patrick	District Engineer	
Odur Kenneth	Town Engineer, Amolatar TC	
Ayuli Jimmy Okori	Community Development Officer	
Isaac Okello Okwel	Councilor, Aweipeko Ward	
Sande Kyomya Christopher	Chief Administrative Officer	Dokolo District Local Government
Thomas Codeos Okello	Ag. District Engineer	
Rose Erem	Mayor, Dokolo TC	
Ochol Yuventino	Ag. Town Agent, Dokolo TC	
Ocham Ismail	Physical Planner Dokolo TC	
Mutyaba Herbert Kaggwa	Ag. District Engineer	Gomba District Local Government
Michael Muwonge	Town Clerk, Kanoni TC	
Augustine Rukiika Bujara	Town Clerk	Kabale Municipal Council
Wilbert Twijukye	Superintendent of Works	
Bernard Kabweine	Senior Accountant	
Stephen	Acting CAO	Maracha DLG
	Senior Accountant	
Godfrey Leku	Town Engineer	
Herbert Idria	Inspector of Works	
Julius Sentamu	District Engineer	Hoima DLG
	Senior accountant	
	Chief Accounting Officer	
	Inspector of works	
Bony	Acting MC engineer	Hoima MC
Annet	Principal Treasurer	
Hon. Mary Mugasa Grace	Municipal mayor	