



# ROAD MAINTENANCE MONITORING REPORT

QUARTER 1-3 FY 2016/17 (July 2016 – March 2017)



*Executive Director  
Uganda Road Fund  
5th Floor Twed Towers  
Plot 10, Kafu Road, Nakasero  
P.O.Box 7501, Kampala*

**OCTOBER 2017**



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#	Inspection Team	Agencies Visited			Inspection Dates
		UNRA Stations	DLGs	MCs	
1.	Eng. Andrew Kagoda	Mpigi	Wakiso	Kira	15 – 26 May 2017
			Luwero		
			Kyankwanzi		
2.	Eng. Jessie J. Namara	Mbarara	Rukungiri	Mbarara	05 – 16 June 2017
			Mitooma		
			Rubanda		
	Summary	2 UNRA Stations	6 DLGs	2 MCs	

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## LIST OF **ACRONYMS AND ABBREVIATIONS**

AIDS	Acquired Immune Deficiency Syndrome
bn	Billion
CAIIP	Community Agricultural Infrastructure Improvement Programme
CARs	Community Access Roads
CC	Contracts Committee
CDOs	Community Development Officers
DA	Designated Agency
DLG	District Local Government
DRC	District Roads Committee
DUCAR	District, Urban and Community Access Roads
FY	Financial Year
H	Half year
H <sub>1</sub>	First Half of the Financial Year
HIV	Human Immunodeficiency Virus
HQ	Headquarter
IPF	Indicative Planning Figure
KCCA	Kampala Capital City Authority
KIIDP	Kampala Institutional and Infrastructure Development Project
Km	Kilometeres
KPIs	Key Performance Indicators
LBCs	Labour-Based Contractors
LGMSDP	Local Government Management and Service Delivery Programme
LHS	Left Hand Side
LPO	Local Purchasing Order
LRDP	Luwero Rwenzori Development Programme
M&E	Monitoring and Evaluation
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MC	Municipal Council
MoFPED	Ministry of Finance, Planning and Economic Development
MoLG	Ministry of Local Government
MoWT	Ministry of Works & Transport

N/A	Not Applicable
NSADP	Northwest Smallholder Agricultural Development Project
NUREP	Northern Uganda Rehabilitation Programme
OPM	Office of the Prime Minister
PM	Periodic Maintenance
PPDA	Public Procurement and Disposal of Public Assets Authority
PRDP	Peace Recovery and Development Programme
Q	Quarter
Rd	Road
RHS	Right Hand Side
RMeM	Routine Mechanized Maintenance
RMM	Routine Manual Maintenance
RSSP	Road Sector Support Programme
RTI	Rural Transport Infrastructure
SA	Sub-agency
TC	Town Council
TSA	Treasury Single Account
TSU	Technical Support Unit
UGX	Uganda Shillings
UNRA	Uganda National Roads Authority
URF	Uganda Road Fund
USMID	Uganda Support to Municipal Infrastructure Development





## FOREWORD



This is a monitoring report of road maintenance programmes funded by URF in Q1-3 FY 2016/17 covering the period July 2016 – March 2017.

In the FY 2016/17 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 physical and financial performance of selected designated agencies funded from Q1 to Q3 FY 2016/17. These include 2 UNRA stations under the national roads maintenance programme; 6 district roads maintenance programmes; and 2 urban roads maintenance programmes.

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.

A handwritten signature in blue ink, which appears to read "Odongo".

Eng. Dr. Michael M. Odongo  
**Executive Director**  
31 October 2017

## EXECUTIVE SUMMARY

FY 2016/17 is the seventh full year of operation of URF, in which a total of UGX 417.840 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 252.597 billion was realized during Q1-3 of the FY, representing budget performance of 60.5%. A total of UGX 406.776 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 Q1-3 of the FY were at UGX 243.016 billion representing 59.7% of the annual planned releases and 79.7% of the planned release at end of Q3 FY 2016/17.

### ES1 - Performance of Road Maintenance Programmes

#### A: National Roads Maintenance Programme

Agency	Performance Rating (%)		
	Physical Performance	Financial Performance	Overall Performance
1. Mbarara UNRA	83.7	88.1	84.5
2. Mpigi UNRA	54.9	83.1	69.0
<b>Average Performance UNRA</b>	<b>69.3</b>	<b>85.6</b>	<b>76.8</b>

#### B: DUCAR Maintenance Programme

Agency	Performance Rating (%)		
	Physical Performance	Financial Performance	Overall Performance
1. Kira MC	41.3	65.2	53.3
2. Kyankwanzi DLG	57.5	96.0	76.7
3. Luwero DLG	58.1	82.0	70.1
4. Mbarara MC	50.8	48.2	50.3
5. Mitooma DLG	81.8	64.7	78.4
6. Rubanda DLG	39.4	66.2	44.7
7. Rukungiri DLG	85.9	90.6	86.8
8. Wakiso DLG <sup>1</sup>	65.2	42.6	53.9
<b>Average Performance DUCAR</b>	<b>60.0</b>	<b>69.4</b>	<b>64.3</b>

<sup>1</sup> Implementation was ahead of expenditure because most works were done using contracts for supply of materials and hire of equipment but payments were yet to be processed.

## Performance Rating Legend

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

## ES2 - Key Issues and Recommendations from M&E Field Visits

At the end of Q3 FY 2016/17, using in-house capacity, the public roads maintenance programme was monitored at 10 agencies, namely 2 UNRA stations including Mbarara and Mpigi; 6 district local governments including Rukungiri, Mitooma, Rubanda, Wakiso, Kyankwanzi and Luwero; and 2 municipal councils including Kira and Mbarara. An encapsulation of the findings and recommendations is depicted in Table 1.

**Table 1: Key Issues in Sampled URF Designated Agencies – Q1-3 FY 2016/17**

SN	Generic Findings		Agencies where found	Recommendations / Strategies for Improvement
	Finding	Risk/Effect		
1.	Obsolete equipment with high breakdown rate/high maintenance costs and insufficient for the network size	<p>~Failure to implement planned works within the FY</p> <p>~Exorbitant costs for equipment hire leading to less maintenance works</p> <p>~High unit cost of road maintenance</p>	Mpigi UNRA, Mbarara MC, Rukungiri DLG, Mitooma DLG, Rubanda DLG, Kira MC, Luwero DLG, Kyankwanzi DLG, Wakiso DLG, Wakiso TC, Kakiri TC, Butemba TC, Luwero TC, Ntwetwe TC	<ul style="list-style-type: none"> <li>UNRA should plan and improve the equipment capacity of stations in order to improve efficiency and effectiveness.</li> <li>URF to coordinate with MoFPED, MoLG, MoWT to fast-track the procurement and distribution of the new equipment, and establishment of the proposed zonal equipment centres</li> </ul>
2.	<p>Delayed supplies procurements occasioned by:</p> <p>~ Abolition of micro procurements at stations</p> <p>~ Prescription of a meagre UGX 50 million threshold for macro procurements at Regions</p> <p>~ Delays in consolidation of requirements at regional level.</p>	A risk of delayed implementation of planned works and loss of funds to Treasury at the end of FY.	Mbarara UNRA, Mpigi UNRA	UNRA should review procurement processes at stations to make them faster.

SN	Generic Findings		Agencies where found	Recommendations / Strategies for Improvement
	Finding	Risk/Effect		
3.	<p>Difficulties in acquisition of locally available materials like gravel, hardcore, sand, firewood etc. required for force account works due to rigid procurement law.</p> <ul style="list-style-type: none"> <li>The law prohibits direct purchase from material owners and this has resulted into bloated material prices quoted by providers, who are actually middle persons, in addition to protracted lead times</li> </ul>	Delayed implementation of planned works and loss of funds back to Treasury at FY end	Mbarara UNRA, Rukungiri DLG, Mitooma DLG, Rubanda DLG	PPDA should issue a user-friendly force account guideline that allows PDEs to directly purchase locally available construction materials from material owners
4.	Mismatch in quarterly release of funds for fuel, maintenance of equipment, and roadworks	Failure to implement planned works within the FY	Mpigi UNRA	UNRA should rationalize and match fuel allocations and releases for mechanical repairs to funds released to stations for roadworks
5.	Inadequate allocations for mechanical repairs compared with planned works and equipment capacity	Poor maintenance/ neglect of force account equipment	<p>Kira MC</p> <p>DLGs: Luwero, Kyankwanzi, Wakiso</p> <p>TCs: Wakiso, Kakiri, Butemba, Luwero, Ntwetwe</p>	URF should rationalise allocations for mechanical repairs and coordinate with MoWT to issue guidelines on management of equipment for force account works.
6.	Difficulty in attracting and retaining road gangs due to the low wage rate of UGX 100,000 per month per worker.	A risk of failure to effectively and efficiently implement the planned RMM works	Mbarara MC, Mitooma DLG, Kira MC	URF should coordinate with MoWT to fast-track issuance of the revised force account guidelines with enhanced wage rates for road gangs
7.	High payments to road gangs at 250,000/- per month compared to 100,000/- in the force account guidelines	Contrary to force account guidelines	Wakiso TC	Sub-agency should be cautioned and required to strictly conform to the force account guidelines



SN	Generic Findings		Agencies where found	Recommendations / Strategies for Improvement
	Finding	Risk/Effect		
8.	Reallocation of road maintenance funds to capital works: Nakatooke – Nkinga – Kayenje (10Km) on which UGX 340 million was spent in widening the road to 11.0m width.	Contravention of terms and conditions in performance agreements executed with URF	Mpigi UNRA	UNRA should stop reallocation of road maintenance funds to capital projects. Funding for such schemes should be sought directly from MoFPED.
9.	Recovery of money spent on acquisition of tools from the meager wages of road gang members was a challenge	Attrition of road gangs as a result of being discouraged	Mbarara MC	URF should coordinate with MoWT in ongoing review of Force Account Guidelines to revise relevant section in the guidelines. The tools should be provided entirely at the cost of the implementing agencies.
10.	Lack of voluntary community participation (bulungi bwansi) in basic road maintenance activities like removal of obstructions on the roads, grasscutting on the road sides, etc.	Delayed maintenance	Rukungiri DLG	URF should develop a guideline for DAs on community-led road maintenance projects which involve communities in basic road maintenance activities on a self-help basis.
11.	Outrageous delays in equipment repairs at the regional mechanical workshops. Equipment takes years in the regional mechanical workshops while purportedly undergoing major repairs.	A risk of discouraging LGs from using the regional mechanical workshops for major repairs.	Rukungiri DLG	MoWT should pursue augmentation of the annual budget for regional mechanical workshops from the paltry UGX 4.3bn per FY to a substantial amount.
12.	Inadequate staffing of works departments <ul style="list-style-type: none"> <li>Some critical positions under the current force account system like District Engineer, Senior Assistant Engineering Officer, Assistant Engineering Officer-Mechanical, Road Inspector, Road Overseers, Plant Operators, Mechanics, Stores Assistant etc. were still vacant in Rubanda DLG</li> </ul>	A long turnaround for implementation of annual work plans with increased risk of losing money back to Treasury at FY end	Rubanda DLG, Kira MC	MoLG should clarify on its plan for fully staffing the LGs so that this is factored in the URF disbursement plans. This will help to align disbursements to absorption capacities of LGs



SN	Generic Findings		Agencies where found	Recommendations / Strategies for Improvement
	Finding	Risk/Effect		
13.	Non-mainstreaming of crosscutting issues, namely HIV/AIDS, Gender, and Environment	Failure to conform to Government policy	Rubanda DLG, Luwero DLG, Kyankwanzi DLG	DAs should seek guidance from Equal Opportunities Commission and MoWT on mainstreaming of crosscutting issues
14.	Rampant encroachment on road reserves	High costs of future development works	Kira MC	DA should prioritise demarcation of road reserves.
15.	Scarcity of gravel for roadworks leading to long haulage distances	High unit cost of road maintenance	Kira MC	URF to support DAs to roll out use of the several alternative road surfacing materials previously researched on
16.	Routine manual maintenance implemented though road overseers at fixed unit rates rather than the road gangs with monthly wages	Contrary to force account guidelines	Wakiso DLG	DA should be cautioned and required to strictly conform to the force account guidelines or alternatively seek a waiver from MoWT
17.	Huge advances to the district engineer for force account works to the tune of UGX 276.3 million.	Contrary to force account guidelines and risk of abuse of funds	Luwero DLG	DA should be cautioned and required to strictly conform to the force account guidelines issued by MoWT
18.	Inconsistencies in Planning Figures in the work plan (UGX 893.8m), performance agreement (UGX 656.1m), and quarterly reports plan (UGX 590.1m)	Difficulty in accountability and oversight	Luwero DLG	<p>URF to fast-track implementation of the RMMS to computerise checking and approval of work plans and filing of quarterly reports.</p> <p>DA should harmonise the work plan and quarterly reports with the official IPFs, also provided in the performance agreement</p>

SN	Generic Findings		Agencies where found	Recommendations / Strategies for Improvement
	Finding	Risk/Effect		
19.	Lack of detailed work plan for planned spot improvement works	Difficulty in accountability and oversight	Kyankwanzi DLG	URF to fast-track implementation of the RMMS to computerise checking and approval of work plans.
20.	Failure in implementation of routine manual maintenance as planned	Quick deterioration of condition of roads	Kira MC DLGs: Luwero, Kyankwanzi TCs: Luwero	DAs should be cautioned and required to explain the perpetual neglect of routine manual maintenance and the whereabouts of funds released for the activity.
21.	Lack of records on management of resources and daily outputs in the force account operations (fuel utilisation, daily production, equipment utilisation, stores etc)	Failure to provide accountability for funds and resources	Kira MC DLGs: Luwero, Kyankwanzi, Wakiso TCs: Wakiso, Kakiri, Butemba, Luwero, Ntwetwe	URF to coordinate with MoWT to develop a force account manual to guide agencies and harmonise approach  URF to develop standard forms for dissemination to all LG DAs to guide them in required record keeping under force account.
22.	Low interface and technical guidance from the central government especially on force account operations	Poorly guided technical officers in DAs	Kira MC DLGs: Luwero, Kyankwanzi, Wakiso TCs: Wakiso, Kakiri, Butemba, Luwero, Ntwetwe	URF to coordinate with MoWT to establish regular fora for interface with the DAs to ensure that they are sufficiently guided on operational issues concerning force account and road asset management
23.	Stations overstretched maintaining roads whose contractors to undertake term maintenance and periodic maintenance were experiencing outrageous procurement delays. • The Station did not get any procured works contractor in FY 2016/17	Failure to undertake all the planned force account works	Mbarara UNRA	UNRA should devise strategies to expedite procurement of term and periodic maintenance contractors for Stations
24.	Exceptionally high fuel consumption of the graders on some roads like Maddu – Musozi road at 140 L/km compared to other roads with similar works	Lack of propriety in use of resources	Mpigi UNRA	UNRA should examine this further and tighten controls to ensure prudence in the utilisation of resources.

SN	Generic Findings		Agencies where found	Recommendations / Strategies for Improvement
	Finding	Risk/Effect		
25.	Late downstream disbursement of funds leading to delays in implementation of works  (Av. 17.0 days for Mpigi UNRA and 16.3 days for Mbarara UNRA from date of URF release)	Failure to implement works as per the work plan	Mpigi UNRA, Mbarara UNRA  Kira MC  DLGs: Luwero, Kyankwanzi, Wakiso  TCs: Wakiso, Kakiri, Butemba, Luwero, Ntwetwe	LGs should ameliorate timeliness of downstream remittance of funds to end-user points  UNRA should explain the persistent delays
26.	Too many rock outcrops along the bigger part of the road network grossly increasing the road roughness	Increased vehicle operating costs	Rukungiri DLG, Mitooma DLG	DAs should plan to fill and put a layer of well-graded gravel to overlies the rock outcrops and subsequently create a smooth riding surface on the affected bigger part of the road network
27.	UGX 500,000 mechanical imprest for Q3 FY 2016/17 not transferred from General Fund Account to works department	Increased equipment downtime	Rubanda DLG	DA should explain the failure to transfer UGX 500,000 mechanical imprest funds to user account
28.	Failure to present records on equipment and stores management	A risk of mismanagement of equipment and stores	Rubanda DLG	The Accounting Officer of the DA should explain
29.	Planning for single seals on heavily trafficked roads	Quick deterioration of condition of roads	Kira MC	DA should ensure that double surface seals are provided on heavily trafficked roads where sealing works are planned in conformity with national standards.
30	Lack of work plans for funded works in the new town councils	Difficulty in accountability and oversight	Wakiso DLG	DA should be cautioned and required to henceforward produce work plans

SN	Generic Findings		Agencies where found	Recommendations / Strategies for Improvement
	Finding	Risk/Effect		
31.	Discrepancy between the works in the funded work plan and the works under implementation	Difficulty in accountability and oversight	Wakiso TC, Kakiri TC	DA should be cautioned and required to henceforth submit revised work plans in case of programme adjustments.
32.	Non-declaration of change of target roads for regular works and emergency works. Emergency works on Lubega – Kayongo road were changed to a section of Church Semeo road with no communication to URF.	Difficulty in accountability and oversight	Ntwetwe TC	Ntwetwe TC should be cautioned and required to strictly communicate any changes to funded works before they are implemented.
33.	Non-remittance of withholding tax	Garnishing of road maintenance funds	DLGs: Luwero, Kyankwanzi, Wakiso TCs: Wakiso	DAs should produce evidence of payment of withholding tax.
34.	Slow release of funds for the Board project for tarmacking of selected town council roads, which risks expiry of the stocked bitumen	Loss of value for money	Masulita TC, Butemba TC	URF should prioritise release of funds for completion of the Board project for tarmacking of selected town council roads.

1.0

# Introduction

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# 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.

In FY 2016/17, there was a total of 158 Designated Agencies (DAs) responsible for management of maintenance of the public roads network. These included 2 Authorities (KCCA and UNRA), 115 District Local Governments (DLGs), and 41 Municipalities. The DLGs oversee town councils and sub-counties as their sub-agencies. In total there were 1,129 sub-counties and 180 town councils receiving funding for road maintenance as sub-agencies of the DLGs. The DAs and sub-agencies collectively looked after a total of 147,532km of public roads made up of 21,188km of national roads under UNRA management; 2,103km of KCCA roads; 35,566km of district roads; 7,554km of urban roads managed by town councils; 2,554km of urban roads managed by municipal councils; and 78,567km of Community Access Roads (CARs) managed by sub-counties.

A total of UGX 417.840bn under the road maintenance financing plan was passed by Parliament in May 2016, as part of the Works and Transport Sector Ministerial Budget Policy Statement for FY 2016/17. By end of March 2017, the Uganda Road Fund had received a total of UGX 252.597bn (60.5% of annual budget) from the Treasury and disbursed UGX 243.016bn (99.1% of receipts to be disbursed) 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 at the beginning of every FY. Sub-agencies which include town councils and sub-counties receive funding and account through their respective DLGs.

Monitoring field visits were undertaken in selected agencies to ascertain their performance at the end of Q3 against annual work plans for FY 2016/17. This report presents the findings and recommendations arising from the monitoring field visits.

## 1.2 Scope

The scope of monitoring was for the period Q1-3 of FY 2016/17 and rolled over funds from FY 2015/16. The exercise covered input – output monitoring of selected road maintenance programmes that were planned for implementation in FY 2016/17.

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 1.1.

**Table 1.1: Programmes Monitored, Q3 FY 2016/17**

Road Network	Project/Programme Monitored
National Roads	National Roads Maintenance Programme
	Fort portal UNRA, Jinja UNRA, Kabale UNRA, Mbale UNRA, Moroto UNRA, and Moyo UNRA
City Roads	City Roads Maintenance Programme
	KCCA
District Roads	District Roads Maintenance Programme
	Arua DLG, Bugiri DLG, Bushenyi DLG, Iganga DLG, Kabale DLG, Kyegegwa DLG, Kyenjojo DLG, Mbale DLG, Moroto DLG, Moyo DLG, Napak DLG, Ntoroko DLG, Serere DLG, and Sheema DLG
Urban Roads	Urban Roads Maintenance Programme
	Iganga MC, Koboko MC, Kumi MC, and Moroto MC

### 1.3 Methodology

The monitoring was conducted by staff from URF M&E department and the following steps were followed:

- Desk review of reports and work plans for agencies to be visited;
- Administration of monitoring data collection tools in advance of the field visits;
- Entry meetings with the DAs with the attendance of technical officers and local government political leaders within the DAs;
- Review of relevant financial and technical records at the agencies to validate the completed M&E tools;
- Conducting field inspections;
- Debriefing with the DAs to relay initial findings and obtain feedback where necessary; and
- Analysis of collected field data and preparation of monitoring reports.

### 1.4 Limitations

Limitations to the monitoring activities included the following:

- Some agencies visited had not yet submitted their progress reports hence hampering advance review of the aforementioned documents.
- Disaggregation of expenditures of URF funds from other expenditures at the agencies took a lot of the M&E time.
- The location of the UNRA roads is quite distant; as such this imposed a time constraint on the M&E exercise.
- Poor records keeping mainly at Local Government DAs, which rendered collection of required information tedious, time consuming, and sometimes practically impossible.

### 1.5 Structure of the Report

The report is arranged as follows:

- Section 1: Introduction
- Section 2: National Roads 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

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## 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 2016/17, the programme had an approved annual budget allocation of UGX 267.917 billion under the URF budget. Planned activities under the programme included manual routine maintenance of 16,376 km; mechanized routine maintenance of 9,447 km; mechanized periodic maintenance of 2,392 km of unpaved roads; resealing of 39.5 km of paved roads; term maintenance of 9,202km; routine maintenance of 333 bridges; bottlenecks improvement on 72km; street lighting on 42km; road marking on 2,497km; demarcation of road reserves on 320km; low cost seals on 10km; tree planting on 374km; operation and maintenance of 11 ferries; and operation and maintenance of 8 fixed and 4 mobile weighbridges.

Release of funds to the programme during Q1-3 of FY 2016/17 amounted to UGX 159.329 billion, representing 59.5% of the approved annual budget. In Q3, the programme was monitored at the UNRA stations in Mpigi and Mbarara, which have a combined road network of 1,750.7km (8.1% of national road network). Findings from the monitoring were as presented hereunder.

### 2.2 UNRA – Mbarara Station

#### 2.2.1 Financial Performance

Performance of releases to the UNRA station in Mbarara was as shown in Table 2.1.

**Table 2.1: Downstream Remittances to UNRA station in Mbarara, Q1-3 FY 2016/17**

Item	Q1	Q2	Q3	Q4	Remarks
% of UNRA Annual budget released by MoFPED	18.6%	38.3%	59.5%		Cumulative
Date of MoFPED release	15-Jul-16	11-Oct-16	11-Jan-17		
% of UNRA Annual budget released by URF	18.6%	38.3%	59.5%		Cumulative
Date of URF release	27-Jul-16	18-Oct-16	17-Jan-17		
% of Station Annual budget released by UNRA/HQ	20.5%	48.3%	71.8%		Cumulative
Date of UNRA/HQ release	8-Aug-16	5-Nov-16	8-Feb-17		
Delay from start of quarter	38 days	35 days	35 days		Calendar days
Delay from date of URF release	12 days	18 days	19 days		Calendar days

A summary of performance of the releases against the station budget is shown in Table 2.2 where it can also be seen that absorption stood at 88.1% of the releases.

**Table 2.2: Summary of Financial Performance at Mbarara UNRA Station, Q1-3 FY 2016/17**

Approved Budget FY 2016/17(UGX)	Funds rolled over from FY 2015/16 (UGX)	Receipts Q1-3 FY 2016/17 (UGX)	Available Funds Q1-3FY 2016/17 (UGX)	Expenditure Q1-3FY 2016/17 (UGX)	Absorption Q1-3FY 2016/17 (%)
a	b	c	d =b+c	e	f = (e/d) x 100
5,940,631,172	583,461	4,116,231,383	4,116,814,844	3,624,955,011	88.1%

Absorption against the various expenditure categories was as shown in Table 2.3.

**Table 2.3: Absorption of Available Funds by Expenditure Category at Mbarara UNRA Station, Q1-3 FY 2016/17**

Expenditures Category	Funds rolled over from FY 2015/16 (UGX)	Releases Q1-3 FY 2016/17 (UGX)	Available Funds Q1-3FY 2016/17 (UGX)	Expenditure Q1-3FY 2016/17 (UGX)	Expenditure as a % of Available Funds
	a	b	C = a+b	d	e =( d/Σc) x 100
RMM / LBCs	583,461	1,611,972,000	1,612,555,461	1,579,348,461	38.4%
RMeM/ FA	-	1,486,944,861	1,486,944,861	1,239,292,521	30.1%
RMeM / Term Contracts	-	-	-	-	-
PM / Contracts	-	-	-	-	-
Mechanical repairs	-	182,376,236	182,376,236	111,526,691	2.7%
Other Qualifying works	-	772,834,000	772,834,000	643,324,128	15.6%
Operational expenses	-	62,104,286	62,104,286	51,463,210	1.3%
<b>Total</b>	<b>583,461</b>	<b>4,116,231,383</b>	<b>4,116,814,844</b>	<b>3,624,955,011</b>	<b>88.1%</b>

### 2.2.2 Physical Performance

The station had a total road network of 1,036.5 km, of which 365 km (35.2%) was paved and 671.5 km (64.8%) was unpaved. The network included 575.3km of roads from the additional road network that was upgraded to national roads in FY 2009/10. The road network extended into 7 districts that included Mbarara, Sheema, Rubirizi, Ntungamo, Mitooma, Bushenyi, and Isingiro. The condition of the paved road network was: 89% in good condition, 10% in fair condition, and 1% in poor condition. The condition of the unpaved road network was: 29% in good condition, 37% in fair condition, and 35% in poor condition. Physical performance of road maintenance work plan for FY 2016/17 was as follows:

- Routine manual maintenance planned on 961.2 km (92.7% of total road network) had been undertaken on 760.5 km in Q1-3 FY 2016/17;



- Routine mechanised maintenance using force account planned on 450 km (43.4% of total road network) had been undertaken on 267 km in Q1-3 FY 2016/17 ;
- Routine mechanised maintenance using term contracts planned on 999 km (96.4% of total road network) had been undertaken on 108.3 km in Q1-3 FY 2016/17; and
- Periodic maintenance using contractors planned on 202 km (19.5% of total road network) had been undertaken on 202 km in Q1-3 FY 2016/17

The monitoring team, on 6-7 June 2017, visited RMeM works under force account, the photographs of which are depicted in Figure 2.1.



**UNRA Mbarara:** Newly repaired and painted rumble strips on Mbarara-Ntungamo road (60km) under routine mechanised maintenance



**UNRA Mbarara:** Heavy grading done on Kabwohe-Kitagata-Rukungiri road (66km) under term maintenance

**Figure 2.1: Photographs in Mbarara UNRA**

### 2.2.3 Utilization of Fuel

Utilization of fuel for force account works was on average 157.9 l/km as shown in Table 2.4.

**Table 2.4: Fuel Consumption by Type of Operation at UNRA station in Mbarara, Q1-3 FY 2016/17**

Operation: Routine Mechanized Maintenance (grading and spot gravelling)				
S/N	Road Name	Length of Road (km)	Fuel used (litres)	Fuel Consumption (l/km)
		a	b	C = b/a
1	Rushere-Rwakitura	8.6	15,566	1,810
2	Kashongi-Kataganya	24.5	3,125	127.6
3	Ruhumba-Kashwa	31.3	790	25.2
4	Mbarara-Ishaka	59.2	150	2.5
5	Nyamukana-Kahambo - Kashuro	23.3	3,567	153.1
	<b>Total</b>	<b>Σa =146.9</b>	<b>Σb =23,198</b>	<b>Average =Σb/Σa = 157.9</b>

One of the Station's grader UAW233Z was sampled from the fleet of equipment and its average fuel consumption determine as 14.8 l/h as shown in Table 2.5.

**Table 2.5: Fuel Consumption by Type of Equipment at UNRA station in Mbarara, Q1-3 FY 2016/17**

Operation: Routine Mechanized Maintenance (grading and spot gravelling)					
Equipment Type			Grader UAR 418Y		
No. of Equipment			01		
S/N	Road Name	Road Length (km)	Total Fuel used (litres)	Hours worked (h)	Fuel consumption (l/h)
		a	b	c	d = b/c
1.	Kashenyi -Mitooma	27	420	30.6	13.7
2.	Biharwe-Rushozi-Nyakasharara	58	1,050	74.6	14.1
3.	Rushere-Rwakitura-Kijuma-Rwemikoma	28	5,250	427.3	12.3
4.	Rugaga-Rushasha-Endizi	54.9	1,520	85.4	17.8
5.	Ntare-Mutonto	32.4	2,600	132.3	19.7
6.	Mbarara-Ishaka	59.2	830	67.5	12.3
7.	Ruhumba-Byanamira-Kashwa	31.3	2,470	114.6	21.6
8.	Nyakaliro-Kabagole-Kyegegwa	50.9	1,750	95.4	18.3
9.	Nyamukana-Kahambo-Kashuro	23.3	2,270	134.8	16.8
10.	Kahunga-Nyakyera-Rukoni	31	900	51.4	17.5
Total		396	Σb =19,060	Σc =1,213.9	Average = Σb/Σc 15.7 l/h

#### 2.2.4 Utilization of Equipment

An inspection of records pertaining to equipment utilization was done in which it was established that the Station maintained some documentation including equipment logbooks for tracking daily usage of equipment, pre- and post-inspection reporting forms for tracking defects/damages and mechanical interventions undertaken, job card order forms for capturing cost estimate of remedying assessed defect / damage job completion certificates, and equipment maintenance status reports. The Station had 84 equipment of which only 18 were in good condition. Table 2.6 shows the equipment that was in good condition.

**Table 2.6: Inventory and Condition of Equipment at UNRA station in Mbarara, Q1-3 FY 2016/17**

S/N	Type of Equipment	Make	Reg. No	Capacity	Condition (Good, Fair, Poor)
1	Pickuo D/C	ISUZU	UAJ 497X	3,000cc	Good
2	Pickuo D/C	NISSAN	UAW 445S	3,200cc	Good
3	Tipper	FOTON	UAZ 672X	15 tons	Good
4	Tipper	FOTON	UAZ 675X	15 tons	Good
5	Water Truck	FOTON	UAY 082Z	15,000 L	Good
6	Grader	CATERPILLAR	UAR 418Y	VHP 190	Good
7	Grader	CATERPILLAR	UAR 419Y	VHP 190	Good
8	Excavator	JCB	UAR 342Y	0.8m <sup>3</sup> Bucket Capacity	Good
9	Truck loader	CATERPILLAR	UAR 991Y	1.72 m <sup>3</sup>	Good
10	Self-propelled roller	JCB	UAR 338Y	11.3 tons	Good
11	Motorcycle	HONDA	UBA 230Z	125 cc	Good
12	Motorcycle	HONDA	UBA 228Z	125cc	Good
13	Motorcycle	HONDA	UBA 296Z	125cc	Good
14	Motorcycle	HONDA	UDA 874U	125cc	Good
15	Pedestrian roller	BELL		6.6kW (8.9HP)	Good
16	Pavement cutter	CIDEMA	PVA/OPD/ HQT/10/03/005	11kW	Good
17	Water pump	KOSHIN		3.5kW	Good
18	Bitumen heater	PHOENIX	UAL 809X	34kW	Good

Absorption of mechanical imprest at the Station was at 83.7% as shown in Table 2.7.

**Table 2.7: Absorption of Mechanical Imprest at UNRA station in Mbarara, Q1-3 FY 2016/17**

S/N	Annual Budget for Mechanical Imprest FY 2016/17 (UGX)	Mechanical Imprest Receipts Q1-3 FY 2016/17 (UGX)	Mechanical Imprest Expenditure Q1-3 FY 2016/17 (UGX)	% of Receipts Spent
		a	b	C = (b/a) x 100
1	891,554,600	195,016,472	163,306,401	83.7%

Expenditure of mechanical imprest on some of the equipment was as depicted in Table 2.8.

**Table 2.8: Mechanical Repairs at UNRA station in Mbarara, Q1-3 FY 2016/17**

Equipment 1: Tractor UG 0515W			Equipment 2: Excavator UAR 342Y		
Date	Description of Mechanical Intervention	Cost (UGX)	Date	Description of Mechanical Intervention	Cost (UGX)
7/10/2016	Brake discs	4,892,280	6/09/2016	Oil filter	3,941,200
	Disc plate			Air cleaner, prim	
	Seal-brake			Fuel filter	

Equipment 1: Tractor UG 0515W			Equipment 2: Excavator UAR 342Y		
Date	Description of Mechanical Intervention	Cost (UGX)	Date	Description of Mechanical Intervention	Cost (UGX)
	Disc plate			Air cleaner, prim	
	Seal-brake			Fuel filter	
	Ring pressure brake			Air cleaner, inner	
				Fuel water separator	
				Locking pin	
				Fuel return, hydraulic	
				Bucket tips	
			15/11/2016	Oil filter	1,050,200
				Fuel water separator	
				Air Element, outer	

An assessment of equipment utility was done by sampling in which the utility of the Station grader UAR418Y was determined as 0.2 km/h as depicted in Table 2.9.

**Table 2.9: Maintenance outputs against Equipment Utility at UNRA station in Mbarara, Q1-3 FY 2016/17**

S/N	Criteria	Detail	Quantity	Computation	Remarks
1	Mileage / Hours of use	Start of FY:	2,437.9 hours	a	
		At end of Q3 FY 2016/17:	3,804 hours	b	
		<b>Total Utility:</b>	<b>1,366.1 hours</b>	<b>C = b-a</b>	
2	Maintenance outputs	Grading:	215km	d	
		Spreading gravel:	21km	e	
		<b>Total maintenance outputs:</b>	<b>236km</b>	<b>f = e+d</b>	
Maintenance outputs : Utility Ratio = 0.2km/h			236km / 1,366.1 hours	f/c	

### 2.2.5 Stores Management

An inspection of the stores was done in which it was established that the Station maintained a number of books as part of stores management. Some of the books maintained included stores ledger book, goods received notebooks, stores requisition books, gate passes, fuel issue voucher books, and bin cards. A sample of management of stores items at the Station is depicted in Table 2.10.

**Table 2.10: Stores Management at UNRA station in Mbarara, Q1-3 FY 2016/17**

S/N	Description of Stores Item	Quantity			Remarks
		Received	Issued out	Residual	
1.	Grader blades 6ft(pairs)	7	6	1	New
2.	Grader blades 7ft (pairs)	8	8	0	Out of stock
3.	Batteries	5	5	0	Out of stock
4.	Air compressor pump	1	1	0	Out of stock
5.	Air compressor support pump	1	1	0	Out of stock
6.	A/C Filter	1	1	0	Out of stock
7.	End bits CAT	2	0	2	New stock
8.	End bits KOT	2	0	2	New stock

### 2.2.6 Mainstreaming of Crosscutting Issues

The team was informed that the station mainstreamed environmental protection through reinstatement of gravel borrow pits after exploitation and planting grass on embankment slopes.

Gender equity was being mainstreamed by considering both males and females during recruitment of LBCs albeit females were given 3 extra points in the evaluation criteria in order to encourage them.

HIV/AIDS awareness was being mainstreamed through dissemination of HIV/AIDS information to communities during site management meetings of term maintenance contracts.

### 2.2.7 Key Issues UNRA Station - Mbarara

The key issues from the findings at the UNRA station in Mbarara were as summarized in Table 2.11.

**Table 2.11: Key Issues - UNRA Mbarara**

SN	Finding	Risk/Effect	Strategies for improvement
1.	Obsolete equipment with high breakdown rate/high maintenance costs and insufficient for the network size <ul style="list-style-type: none"> <li>The Station had 2 frequently-breaking down supervision cars against a requirement of 5 supervision cars</li> </ul>	Failure to implement planned works within the FY	UNRA should plan and improve the equipment capacity of stations in order to improve efficiency and effectiveness
2.	Delayed supplies procurements occasioned by abolition of micro procurements at stations and prescription of a meagre UGX 50 million threshold for macro procurements at Regions	A risk of delayed implementation of planned works and loss of funds to Treasury at the end of FY.	UNRA should rationalize the threshold for regional procurements from the meagre UGX 50 million to a substantial amount
3.	Failure to subject acquisition of locally available materials like firewood, hard core, sand, gravel etc. required for force account works to procurement process. The materials are directly purchased from the providers after executing agreements	Violation of the PPDA Act, Regulations, Guidelines, and Circulars	UNRA HQ should write a circular to all stations guiding them on procurement of locally available materials
4.	Station overstretched maintaining roads whose contractors to undertake term maintenance and periodic maintenance were experiencing outrageous procurement delays. <ul style="list-style-type: none"> <li>The Station did not get any procured works contractor in FY 2016/17</li> </ul>	Failure to undertake all the planned force account accounts	UNRA should devise strategies to expedite procurement of term and periodic maintenance contractors for Stations

### 2.2.8 Performance Rating of Road Maintenance Programme in Mbarara UNRA Station

The performance rating of Mbarara UNRA Station against Key Performance Indicators (KPIs) was as summarized in Table 2.12.

**Table 2. 12: Performance Rating of Mbarara UNRA Station, Q1-3 FY 2016/17**

Physical Performance								
	Annual Planned Quantity FY 2016/17 (km)	Cum. Planned Quantity Q1-3 FY 2016/17 (km)	Cum. Achieved Quantity Q1-3 FY2016/17 (km)	Score (%)	Budget FY 2016/17 (UGX Million)	weight based on budget	Weighed Score (%)	Remark
		a	b	c = b/a	d	e = d/Σd	p = cxe	
RMM	961.2	961.2	760.5	79.1%	1,237.104	54.0%	42.7%	LBCs
RMeM	450	300	267.0	89.0%	1,053.500	46.0%	40.9%	F/A
Total					2,290.604	100.0%	83.7%	Physical performance score, P =Σ p
Financial Performance								
IPF FY 2016/17 (UGX Million)			Available Funds Q1-3FY 2016/17 (UGX Million)	Cum. Expenditure Q1-3FY 2016/17 (UGX Million)		Financial Performance Score, F		Remark
g			h	i		F = i / h		
5,940.631			4,116.231	3,624.955		88.1%		
Performance Rating of Mbarara UNRA Station, Q1-3 FY 2016/17							Overall Score (%) = [P x 80%] + [Fx 20%]	Dashboard Color
							84.5%	Good

## 2.3 UNRA – Mpigi Station

### 2.3.1 Financial Performance

#### a) Performance of Releases

Performance of releases to the UNRA station in Mpigi was as shown in Table 2.13. It can be seen that on average, quarterly releases to the UNRA station took 17 days from the dates of URF releases, which was beyond the 7-days limit provided for in the URF performance agreement with UNRA.

**Table 2.13: Performance of Releases to UNRA station in Mpigi, Q1-3 FY 2016/17**

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	19.4%	39.8%	61.8%		Cumulatively
Date of MFPED release	15-Jul-16	11-Oct-16	11-Jan-17		
% of annual Budget released by URF	18.6%	38.3%	59.5%		
Date of URF release	27-Jul-16	18-Oct-16	17-Jan-17		
% of Station Annual budget released by UNRA/HQ	10.9%	30.6%	39.3%		
Date of UNRA/HQ release	8-Aug-16	4-Nov-16	8-Feb-17		
Delay from start of quarter	38 days	34 days	38 days		36.7 Calendar days Av.
Delay from date of URF release	12 days	17 days	22 days		17 Calendar days Av.



a) Force account and contracted works

**Table 2.14: Financial Performance of Force Account works and Contracts under Mpigi Station**

Station	Implementation by Force account in FY 2016/17					Implementation by Contract		
	Bal B/F from FY 2015/16(UGX Million)	Receipts (UGX Million)	Expenditure (UGX Million)	% of total funds Spent	Bal C/F to Q4FY 2016/17(UGX Million)	Contract Name	Financial Progress (% of Contract Sum)	Remarks
Mpigi	0.0	2074.14	1707.28	82.3%	366.854	Term maintenance of Mpigi – Kasanje - Buwaya (21.5Km) and Kanoni – Misingye – Mityana (39Km)	40.5%	Physical progress was at 42.5% against time progress of 69.4%. Contract was terminated and liquidated damaged charged.
						Term maintenance of Mitala Maria – Bulu - Kanoni (30Km) and Mityana – Busunju (30Km)	70.7%	Physical progress was estimated at 77.8% against time progress of 72.2%.
						Installation of concrete road reserve marker posts on Busega – Masaka road (105Km)	92.1%	Physical progress was estimated at 97.0% against time progress of 100%. Works had been substantially completed.
Approved Budget Estimates UGX 267.918 billion Releases as at time of monitoring in Q3 FY 2016/17 amounted to UGX 159.329 billion (59.5% of annual budget)								

Source: UNRA Station Engineer

As shown in Table 2.14, releases to the UNRA station in Mpigi in Q1-3 FY 2016/17 amounted to UGX 2.704 billion, which was released mainly for road maintenance works by force account; routine manual maintenance activities; maintenance on bridges, operation and maintenance of Nakiwogo ferry, axle load control and road safety activities. Expenditure of the funds at the station was at UGX 1.707 billion representing 82.3% absorption of funds received at the station. 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 financial performance of the contracts was reasonably below the observed physical progress.



## Expenditure under force account

In Q1-3 FY 2016/17, the station had received a total of UGX 2.074 billion, which was planned to be used as follows: UGX 343.3 million for routine manual maintenance works across the entire network; UGX 630.3 million for routine mechanised maintenance works on selected roads; UGX 134.1 million on mechanical repair of equipment; UGX 342.8 million on fuel; UGX 239.2 million on operation and maintenance of ferries; UGX 190.0 million on periodic maintenance works; and UGX 194.5 million on operational costs.

However actual expenditure by category was as follows: UGX 339.9 million (99.0% absorption) for routine manual maintenance works across the entire network; UGX 515.1 million (81.7% absorption) for routine mechanised maintenance works; UGX 93.5 million (69.8% absorption) on mechanical repair of equipment; UGX 342.8 million (100% absorption) on fuel; UGX 168.9 million (86.8% absorption) on operational costs; UGX 159.1 million (66.5% absorption) on ferries; and UGX 87.9 million (46.3% absorption) on periodic maintenance works. The total expenditures amounted to UGX 1.707 billion, which represented 82.3% absorption of available funds. The unutilised funds as at end of March 2017 amounted to UGX 366.8 million. Table 2.15 shows the detail of financial performance of the force account operations under UNRA Mpigi station in Q1-3 FY 2016/17.

**Table 2.15: UNRA Mpigi Financial Performance in Q1-3 FY 2016/17**

Activity	Balance B/F from FY 2015/16, UGX Million	Total Receipts, FY 2016/17, UGX Million	Total Available Funds, FY 2016/17, UGX Million	Total Expenditures, FY 2016/17, UGX Million	Expenditure as % of Receipts	Expenditure as % of total available funds
Routine Manual Maintenance	0.00	343.272	343.272	339.941	16.4%	99.0%
Routine Mechanized maintenance by force account	0.00	630.308	630.308	515.142	24.8%	81.7%
Mechanical repairs	0.00	134.104	134.104	93.539	4.5%	69.8%
Periodic Maintenance works	0.00	190.000	190.000	87.945	4.2%	46.3%
Fuel	0.00	342.773	342.773	342.773	16.5%	100.0%
Operational costs	0.00	194.520	194.520	168.894	8.1%	86.8%
Ferries O&M	0.00	239.161	239.161	159.051	7.7%	66.5%
<b>Totals</b>	<b>0.00</b>	<b>2,074.14</b>	<b>2,074.14</b>	<b>1,707.29</b>	<b>82.3%</b>	<b>82.3%</b>

## 2.3.2 Physical Performance

The station had a total road network of 698Km, of which 155Km (22.2%) was paved and 543Km (77.8%) are gravel roads. The road condition data at the station indicated that 95.8% of the paved network was in good condition, while 4.2% was in fair condition. For the unpaved road network, 40.8% was in good condition while 59.2% was in fair condition. The network included 207Km of roads from the additional road network that was upgraded to national roads in FY 2009/10. The road network extended to 5 districts that included Butambala, Gomba, Mityana, Mpigi and Wakiso. Planned maintenance activities during FY 2016/17 included:

Routine manual maintenance on 442Km (63.3% of total network) using petty contractors, which was planned to be implemented monthly throughout the year;

- Routine mechanised maintenance on 319.3Km (45.7%% of total network) which was planned to be done using force account;
- Routine mechanised maintenance of 180Km (25.8% of total network), which was planned to be done using term maintenance contracts;
- Periodic maintenance works on 56Km (8% of total network), which was planned to be done using contracts; and
- Road marking on 95Km and road reserves demarcation on 105Km.

#### a) Maintenance using contracts

In FY 2016/17 maintenance works using contracts were planned on a total of 236Km (33.8% of total network), of which 180Km was planned to have term contracts; and 56Km Km was planned to have periodic maintenance using regular contracting. At the time of monitoring, done on 24th and 25th May 2017, ongoing contracts included:

- Term maintenance of Mpigi – Kasanje - Buwaya (21.5Km) and Kanoni – Misingye – Mityana (39Km)
- Term maintenance of Mitala Maria – Bulo - Kanoni (30Km) and Mityana – Busunju (30Km)
- Installation of concrete road reserve marker posts on Busega – Masaka road (105Km)

Routine manual maintenance using petty contractors had been undertaken on a total of 2,540Km out of the 3849Km planned to be done in Q1-3 representing 66.0% progress. All the works were supervised by the UNRA Station Engineer Mpigi. The monitoring team visited some selected roads where works had been undertaken and made the observations shown in Table 2.16.

**Table 2.16: UNRA – Mpigi - Site observations on works implemented by Contracts, Q1-3 FY 2016/17**

Sn	Road Name	Type of works/ Contract Details	Site Observations
1.	Mpigi – Kasanje - Buwaya road (21.5Km)	<p>Routine Manual/Mechanised Maintenance using Term Maintenance contracting on Mpigi – Kasanje - Buwaya (21.5Km) and Kanoni – Misingye – Mityana (39Km)</p> <p><i>Contractor: Egy Trading &amp; Engineering Trading Ltd</i></p> <p><i>Contract sum: UGX 5,105,311,090</i></p> <p><i>Commencement: 5 Nov 2014</i></p> <p><i>Completion: 4 Nov 2017</i></p> <p><i>Cycle: 2 of 6</i></p>	<p>The road had been graded to shape and gravelled in 2 cycles. The contract had however been terminated due to slow progress of works. The road had last received maintenance interventions in Aug 2016.</p> <p>The road was still generally in a fair condition but had developed potholes in some sections and was overgrown with grass across the shoulders and side drains.</p>

Sn	Road Name	Type of works/ Contract Details	Site Observations
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*UNRA Mpigi: Sections of Mpigi – Kasanje – Buwaya road which was undergoing routine mechanized maintenance under Term Maintenance contracting*

2.	Mitala Maria – Bulu - Kanoni (30Km)	<p>Routine Manual/Mechanised Maintenance using Term Maintenance contracting on Mitala Maria – Bulu - Kanoni (30Km) and Mityana – Busunju (30Km)</p> <p>Contractor: Rodo Contractors Ltd Contract sum: UGX 4,145,933,000 Commencement: 2 Feb 2015 Completion: 2 Feb 2018 Cycle: 5 of 6</p>	<p>The road had been graded to shape and gravelled in 4 cycles and works covering the 5<sup>th</sup> cycle were still underway.</p> <p>The road was still generally in fair condition but was due for regrading as some sections of the road had developed potholes, galleys on slopes, water crossing the surface at swamp between Km 6+400 and 6+600 and some culvert crossings were broken, therefore requiring replacement. Vehicle measurement of road length was 30.2Km.</p>
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*UNRA Mpigi: Sections of Mitala Maria – Bulu – Kanoni road which was undergoing routine mechanized maintenance under Term Maintenance contracting*

## Maintenance using Force account

In FY 2016/17 force account interventions were planned to be done on a total of 319.3Km (45.7% of total network) encompassing mainly 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.

Works that had commenced using force account included routine mechanised maintenance works on 8 roads totalling 170.5Km'. Works on all the roads were however at various levels of completion. The monitoring team visited some of the roads and made the respective observations shown in Table 2.17

**Table 2.17: UNRA – Mpigi - Site observations on works implemented by force account, FY 2016/17**

Sn	Road Name	Type of Works	Site Observations
1.	Maddu – Musozi (20Km)	Routine mechanised maintenance using force account	<p>The road had been graded and spot gravelled in some sections. In addition, 1 line of 600mm dia. cross culverts and 4 lines of 900mm dia. cross culverts had been installed complete with end structures. Routine manual maintenance was evident along most of the road with the exception of the first 3.6Km where the side drains were overgrown with grass.</p> <p>The road was in a fair condition with isolated potholes in some sections. Vehicle measurement of road length was 20.2 Km. road with the exception of the first 3.6Km where the side drains were overgrown with grass.</p> <p>The road was in a fair condition with isolated potholes in some sections. Vehicle measurement of road length was 20.2 Km.</p>
2.	Maddu – Kyayi - Nabakazi road (40Km)	Routine mechanised maintenance using force account	<p>The road had been graded and spot gravelled in selected sections. A total of nine 900mm dia. Culverts had been installed but required more backfill along the approaches. Routine manual maintenance was evident along most of the road.</p> <p>The road was generally in fair condition but with potholes in some sections and overgrown grass on the shoulders in some sections. Vehicle measurement of road length was 40 Km.</p>

2 Buwama-Katebo (3.5Km); Kikonge-Sekanyonyi-Matte (30Km); Kyabadaza-Kibibi (15Km); Kyayi-Kasambya-Railway Access (8Km); Maddu-Kyayi-Nabakazi (43Km); Maddu-Musozi (20Km); Nakatooke-Nkinga-Kayenje (10.5Km); and Nakawuka-Katende – Kakiri (31Km).





**UNRA Mpigi:** Sections of Maddu – Musozi road, which was worked on using force account



**UNRA Mpigi:** Sections of Maddu – Kyayi – R. Nabakazi road, which received routine manual and mechanized maintenance .

3.	Katooke – Nkinga – Kayenje (10.5Km)	Pilot project for widening and rehabilitation of unpaved roads	<p>The road had been widened from the existing 4.5m carriageway width to 11m width. The widening involved tree removal, cuts, fills and spoil of excess material.</p> <p>Sections totalling about 3Km had been graded and about 600m spot gravelled. Works were still ongoing with stockpile of fill material and grading. Works in swampy sections of about 1.5km were yet to commence.</p>
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Sn	Road Name	Type of Works	Site Observations

*UNRA Mpigi: Sections of Nakatooke – Nkinga – Kayenje road, which was a pilot road for widening and rehabilitation of unpaved roads*

**Figure 2.2: Photographs in Mpigi UNRA**

### 2.3.3 Utilisation of Mechanical Imprestment, UNRA station – Mpigi

Performance of the road maintenance programme under UNRA was additionally assessed in respect to utilisation of the funds disbursed to the stations for mechanical repairs. This was specifically assessed from the point of view of absorption of the released funds, general status of the equipment relative to the complete inventory, stores management, record keeping and utilisation of the equipment. The findings were as discussed below.

#### a) Absorption of released funds

As can be seen from Table 3, releases for mechanical repairs to Mpigi station as at the time of the monitoring visit was UGX 134.1 million, of which total expenditure was at UGX 93.5 million representing 69.8% absorption of the available funds. However, the breakdown of the expenditure on mechanical repairs could not be reconciled with the financial records during the monitoring field visit.

#### b) Status of the equipment relative to the complete inventory

Assessment of the complete equipment inventory under Mpigi station revealed that the stock of core equipment that was running was as shown in Table 2.18. It can be seen that the station had acquired a number of new equipment including graders, a bulldozer, pickups, a self-loader, an excavator and motorcycles. These were majorly recently acquired equipment, which was a positive development in the direction of addressing the rather obsolete stock of road maintenance equipment.



**Table 2.18: UNRA – Mpigi–Inventory and Status of Road Maintenance Equipment, Q1-3 FY 2016/17**

SN	Equipment	Reg. No.	Make/Type	Condition	Status
1	Bitumen Boiler			Fair	Running
2	Bulldozer	UAR 328Y	Komatsu	Good	
3	Cargo Truck	UG 0176W	Mitsubishi	Fair	
4	Excavator	UAR 638Y	JCB Long reach	Good	
5	Grader	UAV 842Z	Komatsu	Good	
6	Grader	UAJ 378X	Komatsu	Good	
7	Motorcycle	UBA268Z	Honda	Fair	
8	Motorcycle	UBA270Z	Honda	Good	
9	Pavement cutter	PAV/OPD/HQS/10/03/001		Fair	
10	Pickup	UAR 861Y	FORD Ranger	Good	
11	Pickup	UAJ 461X	Isuzu DMax	Good	
12	Pickup	UAJ347X	Nissan	Fair	
13	Pickup	UAJ 540X	Toyota	Fair	
14	Pickup	UAN417N	Nissan	Fair	
15	Plate compactor	PCO/OPD/HQS/01/004	HATZ 1B20	Fair	
16	Power Generator	GEN/FAD/MGI/12/01/001	Power Generator	Fair	
17	Stn Wagon	UAA724Y	Nissan	Fair	
18	Tipper	UG 0175W	Mitsubishi	Fair	
19	Tipper	UG1270W	Mitsubishi	Fair	
20	Tipper	UAZ 127X	Foton Auman	Good	
21	Tipper	UAZ 128X	Foton Auman	Good	
22	Tipper	UAY 094Z	Foton Auman	Good	
23	Tracks loader	UAR 998Y	Caterpillar	Good	
24	Tractor	UG0861W	Massey Fergusson	Fair	
25	Vibro roller	UG0477W	Bomag	Fair	
26	Vibro roller	UAR 341Y	JCB	Good	
27	Water Bowser	UG0949W	Trailer	Fair	
28	Water pump			Fair	
29	Wheel loader	UG 0181W	Caterpillar	poor	Grounded
30	Air Compressor	CDP 0116	Yanmar	Poor	
31	Battery Charger	CDP 0115	DECA	Poor	
32	Grader	UG0180W	Fiatalis	Poor	
33	Mosa	CDP 0112	Mosa	Poor	
34	Motorcycle	UDA868U	Honda	Fair	
35	Motorcycle	UG1026W	Honda	Poor	
36	Motorcycle	UG1027W	Honda	Poor	
37	Motorcycle	UG1051W	Honda	Poor	
38	Motorcycle	UG1037W	Honda	Poor	
39	Pedestrian roller	WBR/OPD/HQS/11/04/017	WEBBER	Poor	
40	Pickup	UG1110W	TFS54HSRS	Poor	
41	Pickup	UG1182W	Nissan	Poor	
42	Pickup	UG1294W	Ford Ranger	Poor	
43	Tipper	UG0501W	Iveco	Poor	
44	Tractor	UG0859W	Massey Ferguson	Poor	
45	Welding machine	CDP 0114		Poor	
46	wheel loader	UG0103W	Caterpillar	Poor	

### c) Equipment Utilisation

Equipment utilisation was assessed on the basis of current outputs of the graders used on force account works in comparison with the hours measured by the equipment odometers. This was intended to give an indication on whether the graders, being the key road construction equipment are being used judiciously on the planned works. A high utility ratio in Equipment Hours/Km worked in comparison with the normal range of grader outputs, would imply a possibility that the equipment is also used on other unplanned works. Table 2.19 shows the grader utilisation by outputs at UNRA station Mpigi.

**Table 2.19: Equipment Utility by outputs at UNRA station in Mpigi, Q3 FY 2016/17**

S/N	Criteria	Detail	Quantity
1	Mileage / Hours of use	Start of FY:	1520.4hours
		Current:	2202.6 hours
		<b>Total Utility:</b>	<b>682.2 hours</b>
2	Maintenance outputs	Grading:	140.5 km
		Gravelling:	20.1 km
		<b>Total maintenance outputs:</b>	<b>160.6 km</b>
Maintenance outputs : Utility Ratio			<b>4.2 Hr/Km</b>

It can be seen from Table 2.19, that the utility ratio for the graders at UNRA station Mpigi was 4.2hr/Km, which translates into a daily equipment output of 1.8Km per day (8hr –day). This was reasonably within the normal output range for graders on routine mechanised maintenance works (1-2Km/day), which indicates equitable use of the equipment.

#### 2.3.4 Stores Management and Records Keeping

The monitoring team inspected the records for management of stores and found them up to date and well maintained. The team additionally inspected logbooks of selected equipment, which were found to be up to date. Other records inspected included the equipment inventory, mechanical workshop daily records, contract files and records for routine manual maintenance works.

#### 2.3.5 Fuel Utilisation, UNRA station - Mpigi

Performance of the road maintenance programme under UNRA was additionally assessed in respect to fuel utilisation. This was specifically assessed in respect to fuel consumption by type of activity and fuel consumption by type of equipment. The findings were as outlined below.

##### a) Fuel consumption by type of activity

Fuel consumption on the routine mechanised maintenance works done on the different unpaved roads using force account was assessed as shown in Table 2.20. It can be seen that the fuel consumption on the 7 roads assessed ranged from 25.3 Ltr/Km to 188.2 Ltr/Km for roads that received only bush clearing and grading while it stood at 337.2 to 606.4 Ltr/Km for the roads that received grading and spot gravelling. The average consumption rate for the 7 roads under the station was 345.0 Ltr/Km. These consumption rates were high in comparison with those previously measured at other stations, which implies possible laxity in the controls for fuel utilisation at the station.

**Table 2.20: UNRA – Mpigi–Fuel Consumption by Roads Maintained using force account, Q1-3 FY 2016/17**

SN	Road Name	Outputs (Km)	Fuel (Ltr)	Consumption Ratio (Ltr/Km)	Remarks
1	Buwama-Katebo	13	7,883	606.38	Grading and spot gravelling
2	Kikonge-Sekanyonyi-Matte	30	5,645	188.17	Only grading done
3	Kyabadaza-Kibibi	15	380	25.33	Only grading done
4	Kyayi-Kasambya-Railway Access	8	3,520	440	Grading and spot gravelling
5	Maddu-Kyayi-Nabakazi	43	17,998	418.56	Grading and spot gravelling
6	Maddu-Musozi	20	9,314	465.7	Grading and spot gravelling
7	Nakawuka-Katende-Kakiri	31	10,453	337.19	Grading and spot gravelling
	Total	160	55,193		Average = 345.0 L/Km

**a) Fuel consumption by type of equipment**

Fuel consumption by type of equipment, specifically the two graders used on force account works done by the Station was assessed as shown in Table 2.21. It can be seen that the fuel consumption on the 8 roads assessed ranged from 13.3 Ltr/Km to 77.7 Ltr/Km for roads that received only bush clearing and grading while it ranged between 92.3 – 144 Ltr/Km for the roads that received grading and spot gravelling. The fuel consumption on Maddu – Musozi road, being an outlier, needs to be examined further given that it is way higher than the consumption on other roads with similar works. The average consumption rate for the 8 roads under the station was 93.5 Ltr/Km. These consumption rates will further be compared with those at other stations to establish the relative propriety in the utilisation of fuel.

**Table 2.21: UNRA – Mpigi – Fuel Consumption by the two Graders, Q1-3 FY 2016/17**

SN	Road Name	Outputs (Km)	Fuel (Ltr)	Consumption Ratio (Ltr/Km)	Remarks
1	Buwama-Katebo	3.5	320	91.4	Grading and spot gravelling
2	Kikonge-Sekanyonyi-Matte	30	2,330	77.7	Only grading done
3	Kyabadaza-Kibibi	15	200	13.3	Only grading done
4	Kyayi-Kasambya-Railway Access	8	870	108.8	Grading and spot gravelling
5	Maddu-Kyayi-Nabakazi	43	4,410	102.6	Grading and spot gravelling
6	Maddu-Musozi	20	2,880	144.0	Grading and spot gravelling
7	Nakatooke-Nkinga-Kayenje	10.5	1,180	112.4	Widening, cuts and fills
8	Nakawuka-Katende-Kakiri	31	2,860	92.3	Grading and spot gravelling
	Total	161.0	15,050		Average = 93.5 L/Km

### 2.3.6 Mainstreaming of Crosscutting Issues

The team was informed that Gender mainstreaming was being done through encouraging participation of women, youth and people with disabilities and awarding them affirmative action points during the evaluation process of bids for routine manual maintenance works.

Environmental protection was to a limited extent being mainstreamed through reinstatement of gravel borrow pits, where permitted by the landowners. HIV/ AIDS awareness was mainstreamed through sensitisation of both field and support staff.

### 2.3.7 Implementation Challenges

Implementation challenges at the station included:

- Slow procurements, which had led to paralysis of the operations at the Station given that all procurements, however small, were done at regional level. This did not favour smooth implementation of force account works. It was however hoped that this would be eased by the move to put in place framework contracts, which was still underway.
- Delays in receipt of funds for implementation of planned works.
- Staffing gaps, which had led to work overload of the staff at the station.
- Old and inadequate equipment, with high frequency of breakdowns, which affected the equipment availability for the works.
- Insufficient pickups for supervision of works and other operations at the station, like ferry services and mechanical services among others.

### 2.3.8 Key Issues UNRA station - Mpigi

The key issues from the findings at the UNRA station in Mpigi were as summarised in Table 2.22.

**Table 2.22: Key Issues - UNRA Mpigi**

SN	Generic Findings		Strategies for improvement
	Finding	Risk/Effect	
1.	Late downstream disbursement of funds leading to delays in implementation of works (Av. 17.0 days from date of URF release)	Failure to implement works as per the work plan	Request UNRA to explain the persistent delays
2.	Slow procurement processes arising from delays in consolidation of requirements at regional level.	Failure to implement works as per the work plan	Request UNRA to consider decentralising micro procurements to stations and other procurements to the regions within thresholds; and to expedite establishment of framework contracts
3.	Obsolete equipment with high breakdown rate/high maintenance costs and insufficient for the network size	Failure to implement planned works within the FY	MoWT should expedite procurement of additional force account equipment from Japan
4.	Mismatch in quarterly release of funds for fuel, maintenance of equipment, and road works	Failure to implement planned works within the FY	Request UNRA to rationalize and match fuel allocations and releases for mechanical repairs to funds released to stations for road works

SN	Generic Findings		Strategies for improvement
	Finding	Risk/Effect	
5.	Reallocation of road maintenance funds to capital works: Nakatooke – Nkinga – Kayenje (10Km) on which UGX 340 million was spent in widening the road to 11.0m width.	Contravention of terms and conditions in performance agreements executed with URF	Request UNRA to stop reallocation of road maintenance funds to capital projects. Funding for such schemes should be sought directly from MoFPED.
6.	Exceptionally high fuel consumption of the graders on some roads like Maddu – Musozi road at 140 Ltr/Km compared to other roads with similar works	Lack of propriety in use of resources	UNRA should examine this further and tighten controls to ensure prudence in the utilisation of resources.

### 2.3.9 Performance Rating – UNRA Mpigi Station

As shown in Table 2.23, the performance at UNRA Mpigi station was rated as generally good but on the lower end of the range, at 69%. Physical performance was rated at 54.9% while the financial progress was rated at 83.2%.

**Table 2.23: Performance Rating of Mpigi UNRA Station**

Physical Performance									
	Annual Planned Quantity Q1-3 FY 2016/17 (km)	Cum. Planned Quantity Q1-3 FY 2016/17 (km)	Cum. Achieved Quantity Q1-3 FY 2016/17 (km)	Score (%)	Budget Q1-3 FY 2016/17 (UGX Million)	weight based on budget	Weighted Score (%)	Physical performance score	Remark
	(a)	(b)	( c)	$d=(c/b*100\%)$	(e)	$f=(e/h)$	$g=(f*d)$	(i)	
RMM	5,132	3,849	2,540	66.0%	636.5	0.16	10.5%	54.9%	Fair
RMeM	796	611.8	290.5	47.5%	2,775.3	0.69	33.0%		
TM	56	56	-	0.0%	582	0.15	0.0%		
Total					3,993.7		43.5%		
Financial Performance									
IPF FY 2016/17 (UGX Million)	Cum. Receipts Q1-3 FY 2016/17 (UGX Million)	Cum. Expenditure Q1-3 FY 2016/17 (UGX Million)	Absorption of releases (%)	Annual Planned works budget (UGX Million)	Cum. Receipts for planned works (UGX Million)	Cum. Expenditure on achieved works (UGX Million)	Propriety (%)	Financial Performance Score	Remark
(j)	(k)	(l)	$(m) =$ $(l/k*100\%)$	(n)	(o)	(p)	$(q)=$ $(p/o*100\%)$	$( r) = (m+q)/2$	
5,273.79	2,074.1	1,707.3	82.3%	3,993.7	1,640.5	1379.34	84.1%	83.2%	Good
Performance Rating of Mpigi UNRA Station								Average Score (%)	Dash board Colour
								69.0%	Good

3.0

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

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

#### 3.1 DUCAR - Background

District, Urban and Community Access Roads (DUCAR) make up 126,344km (inclusive of 2,103km of city roads under KCCA) which represents 85.6% of the entire road network in Uganda, broken down as 35,566km of district roads, 12,211km of urban roads, and 78,567km 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, PRDP, NUREP, RSSP, NSADP, USMID, and RTI<sup>3</sup>; and GoU supported programmes coordinated by the MoWT, MoLG, MAAIF and OPM. The districts, to a limited extent, also utilize the non-conditional grants from the central government under the LGMSD Programme.

In FY 2016/17, road maintenance programmes under the DUCAR network had an approved annual budget allocation of UGX 138.859 billion funded through URF. Planned road maintenance activities on the DUCAR network included routine manual maintenance of 27,734km at an estimated cost of UGX 25.936bn; routine mechanized maintenance at of 12,001km at an estimated cost of UGX 35.375bn; periodic maintenance of 3,056km at an estimated cost of UGX 42.197bn; maintenance of bridges totaling 39no. at an estimated cost of UGX 1.41bn; and culvert installation totalling 9,782 lines at an estimated cost of UGX 4,289bn. Release of funds for DUCAR maintenance during Q1-3 of FY 2016/17 amounted to UGX 83,688 billion, representing 60.3% of the approved annual budget. A select of agencies including Mbarara MC, Rukungiri DLG, Mitooma DLG, Rubanda DLG, Wakiso DLG, Luwero DLG, Kyankwanzi DLG and Kira MC were monitored at the end of Q3 FY 2016/17.

#### 3.2 Mbarara Municipal Council

##### 3.2.1 Background

Mbarara Municipal Council had a total road network of 560 km, of which 24 km (4.3%) was paved and 536 km (95.7%) was unpaved. The condition of the paved road network was: 20% in good condition, 30% in fair condition, and 50% in poor condition. The condition of the unpaved road network was: 10% in good condition, 20% in fair condition, and 70% in poor condition.

3 CAIIP: Community Agricultural Infrastructure Improvement Programme; LRDP: Luwero Rwenzori Development Programme; KIIDP: Kampala Institutional and Infrastructure Development 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; USMID: Uganda Support to Municipal Infrastructure Development; OPM: Office of the Prime Minister; MAAIF: Ministry of Agriculture, Animal Industry and Fisheries; MoLG: Ministry of Local Government; MoWT: Ministry of Works and Transport



### 3.2.2 Mbarara Municipal Roads

The municipal council had a total annual road maintenance budget of UGX 1,193.546 million for FY 2016/17. Road maintenance works planned under Mbarara municipal council for implementation in FY 2016/17 were as shown in Table 3.1. It can be seen from Table 3.1 that a total of 12.1 km was planned to receive routine manual maintained, 64.1 km was planned receive routine mechanized maintenance, and 1.5 km was planned to receive periodic maintenance with a total budget of UGX 1,193.546 million.

**Table 3.1: Mbarara DLG Roads Maintenance Programme – Annual Work plan FY 2016/17**

Name of DA	Annual Budget FY 2016/17 (UGX)	Routine Manual Maintenance (km)	Routine Mechanised Maintenance (km)	Periodic Maintenance (km)
Mbarara MC	1,193,545,685	12.1	64.1	1.5
<b>Total</b>	<b>1,193,545,685</b>	<b>12.1</b>	<b>64.1</b>	<b>1.5</b>

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

### 3.2.3 Financial Performance

Table 3.2 shows the performance of downstream remittances to Mbarara MC in terms of timeliness and completeness as at end of Q1-3 FY 2016/17.

**Table 3. 2: Downstream Remittances to Mbarara MC, Q1-3 FY 2016/17**

Item	Q1	Q2	Q3	Q4	Remarks
% of DUCAR annual road maintenance budget released by MoFPED	19.4%	39.8%	61.8%		Cumulatively
Date of MoFPED release to URF	15- Jul-16	11-Oct-16	11-Jan-17		
% of MC annual budget released by URF	19.4%	34.0%	56.7%		Cumulatively
Date of URF release to MC	15-Aug-16	28-Oct-16	31-Jan-17		
Date of receipt on TSA sub-account	15-Aug-16	28-Oct-16	31-Jan-17		
% of MC annual budget released from Gen. Fund Account to works department	19.4%	34.0%	56.7%		Cumulatively
Date of release to works department	16-Aug-16	31-Oct-16	31-Jan-17		
Delay from start of quarter	46 days	30 days	30 days		Calendar days
Delay from date of URF release	1 day	3 days	0 days		Calendar days

At the time of the monitoring field visit done on 06 June 2017, the municipal council had received a total of UGX 677.336 million (56.7% of IPF) of which UGX 326.469 million (48.2% of funds released) had been expended. Expenditures were comprised of UGX 21.916 million (3.2% of funds released) on payment for routine manual maintenance works; UGX 53.883 million (8% of funds released) on payment for routine mechanized maintenance works; UGX 216.218 million (31.9% of funds released) on payment for periodic

maintenance works; and UGX 34.452 million (5% of funds released) on payment for other qualifying works and operational costs as depicted in Table 3.3.

**Table 3.3: Absorption of Available Funds by Expenditure Category in Mbarara MC, Q1-3 FY 2016/17**

Expenditures Category	Funds rolled over from FY 2015/16 (UGX)	Releases Q1-3 FY 2016/17 (UGX)	Available Funds Q1-3 FY 2016/17 (UGX)	Expenditure Q1-3 FY 2016/17 (UGX)	Expenditure as a % of Available Funds
	a	b	c = a+b	d	e = ( d/Σc) x 100
RMM / Road gangs	-	27,240,000	27,240,000	21,916,000	3.2%
RMeM / FA	-	135,794,000	135,794,000	53,883,000	8.0%
PM / FA	-	492,410,281	492,410,281	216,217,900	31.9%
Mechanical repairs	-	16,892,098	16,892,098	34,142,400	5.0%
Other Qualifying works	-	-	-	-	-
Operational expenses	-	5,000,000	5,000,000	310,000	0.0%
<b>Total</b>	-	<b>677,336,379</b>	<b>677,336,379</b>	<b>326,469,300</b>	<b>48.2%</b>

### 3.2.4 Physical Performance

The work plan for FY 2016/17 had been progressed as follows: routine manual maintenance had been undertaken to an extent of 12.1 km (100% of what was planned); routine mechanized maintenance had been undertaken to an extent of 54.4 km (84.8% of what was planned); and periodic maintenance had been undertaken to an extent of 0.3 km (20% of what was planned). The monitoring team visited some of the road maintenance works that had been undertaken in Q1-3 FY 2016/17 of which sample photographs are depicted in Figure 3.1.



**Mbarara MC:** Karugangama road (6.0km) that had received RMeM involving bush clearing and reshaping



**Mbarara MC:** Ntare road (3.2km) that had received RMeM involving shoulder repair, pothole patching, and desilting culverts

**Figure 3. 1: Photographs in Mbarara Municipality**

### 3.2.5 Utilization of Fuel

Utilization of fuel for routine mechanized maintenance works was on average 289.8 l/km as shown in Table 3.4.

**Table 3.4: Fuel Consumption by Type of Operation in Tororo MC, H1 FY 2015/16**

Operation: Routine Mechanized Maintenance (grading and spot gravelling)				
S/N	Road Name	Length of Road (km)	Fuel used (litres)	Fuel Consumption (l/km)
		a	b	C = b/a
1	Karugangama road	6	1,700	283.3
2	Kikagate – Kyeera road	2.5	720	288.0
3	Ruti Circular road	1.4	490	350.0
4	Kananura Drive	0.5	230	460.0
5	Mubangizi road	2.3	750	326.1
6	Lower Circular road	1.58	490	310.1
7	Rwagaju – Kishasha – Kakoma road	5.4	1,740	322.2
8	Kabagarambe – Katebe – Kanyeganyegye road	7	2,090	298.6
9	Mile 2 – Rwariire – Kibona road	8	1,840	230.0
Total		Σa = 34.7	Σb = 10,050	Average = Σb/Σa 289.8 l/km

The municipality's Grader LG0001-127 was sampled from the fleet of equipment and its average fuel consumption determine as 15 l/h as shown in Table 3.5.

**Table 3.5: Fuel Consumption by Type of Equipment in Tororo MC, H1 FY 2015/16**

Operation: Routine Mechanized Maintenance (grading and spot gravelling)					
Equipment sampled			Grader LG0001-127		
No. of Equipment			01		
S/N	Road Name	Road Length (km)	Total Fuel used (litres)	Hours worked (h)	Fuel consumption (l/h)
		a	b	c	d = b/c
1	Karugangama road	6.0	1200	80	15
2	Kikagate – Kyeera road	2.5	480	32	15
3	Ruti Circular road	1.4	360	24	15
4	Kananura Drive	0.5	120	8	15
5	Mubangizi road	2.3	600	40	15
6	Lower Circular road	1.58	360	24	15
7	Rwagaju – Kishasha – Kakoma road	5.4	720	48	15
8	Kabagarambe – Katebe – Kanyeganyegye road	7.0	840	56	15
9	Mile 2 – Rwariire – Kibona road	8.0	960	64	15
Total			Σb = 5640	Σc = 376	Average = Σb/Σc = 15 l/h

### 3.2.6 Utilization of Mechanical Imprest

An inspection of records pertaining to equipment utilization was done in which it was established that the municipality maintained some documentation including vehicle logbooks, vehicle inspection and assessment reports (pre- and post-assessment reports, and gate passes. The municipality had 10 equipment of which 5 were in good condition 3 in fair condition, and 2 in poor condition as shown in Table 3.6.

**Table 3.6: Inventory and Condition of Equipment in Mbarara MC, Q1-3 FY 2016/17**

S/N	Type of Equipment	Make	Reg. No	Capacity	Condition (Good, Fair, Poor)
1	Grader	Changlin	LG 0001 – 127	713 HP	Good
2	Pick-up	JMC	LG 0002 – 127	1,670 cc	Fair
3	Wheel loader	Komatsu	UAJ 794X		Good
4	Tractor	YTO	LG 0005 – 127	2,300 cc	Fair
5	Motorcycle	Jailing	LG 0006 – 127	125 cc	Good
6	Dumper truck	TATA	UG 2915R	1,516 cc	Good
7	Dumper truck	Jiefang	LG 0240 – 01	13,000 cc	Fair
8	Dumper truck	Jiefang	LG 0241 – 01	13,000 cc	Poor
9	Bitumen distributor	FAW		8 HP	Poor
10	Pedestrian roller	YTO		0.77 tons	Good

**Table 3.7: Absorption of Mechanical Imprest in Mbarara MC, Q1-3 FY 2016/17**

S/N	Annual Budget for Mechanical Imprest FY 2016/17 (UGX)	Mechanical Imprest Receipts Q1-3 FY 2016/17 (UGX)	Mechanical Imprest Expenditure Q1-3 FY 2016/17 (UGX)	% of Receipts Spent
		a	b	$C = (b/a) \times 100$
	67,976,443	16,892,098	34,142,400	202.1%

Expenditure of mechanical impost on some of the equipment was as depicted in Table 3.8.

**Table 3.8: Mechanical Repairs and Maintenance in Mbarara MC, Q1-3 FY 2016/17**

Equipment 1: GRADER LG0001-127			Equipment 2: WHEEL LOADER UAJ 794X		
Date	Description of Mechanical Intervention	Cost (UGX)	Date	Description of Mechanical Intervention	Cost (UGX)
06/10/16	Grader service	2,228,000	30/9/16	Service	1,813,306
03/1/17	Grader battery N100MF	1,548,160	30/9/16	Bucket teeth and nuts	5,800,998
			30/9/16	Replacement of 4 tyres	15,700,000
			10/3/17	Service	1,054,500
Equipment 3: Tipper LG 0240-01			Equipment 4: Tipper UG 2915R		
Date	Description of Mechanical Intervention	Cost (UGX)	Date	Description of Mechanical Intervention	Cost (UGX)
16/12/16	Tipper service	1,467,000	20/12/16	Tipper service	1,740,000

12/10/16	Self-starter	350,000	22/12/16	Self-starter	385,000
<b>Equipment 5: Pick up UG 2976R</b>			<b>Equipment 6: Pick up LG 0008-127</b>		
<b>Date</b>	<b>Description of Mechanical Intervention</b>	<b>Cost (UGX)</b>	<b>Date</b>	<b>Description of Mechanical Intervention</b>	<b>Cost (UGX)</b>
16/12/16	Battery N70Z	425,001	9/3/17	Service	520,000
09/3/17	Service	496,000			
<b>Equipment 7: Tractor LG0005-127</b>					
<b>Date</b>	<b>Description of Mechanical Intervention</b>	<b>Cost (UGX)</b>			
15/12/16	Repair of clutch system	570,000			

### 3.2.7 Stores Management

Some of the books of stores maintained included stores requisition forms, stores issue forms, and goods received notebooks, and stores ledger. A sample of management of stores items in the municipality is depicted in Table 3.9.

**Table 3.9: Stores Management in Mbarara MC, Q1-3 FY 2016/17**

S/N	Description of Stores Item	Quantity			Remarks
		Received	Issued out	Residual	
1	Grader blades (pairs)	34	22	12	New
2	Grader scarifiers (no)	18	03	15	New
3	Grader ripper tips (no)	5	2	3	New
4	Grader bolts(no)	30	30	0	New
5	Grader tyres(no)	6	6	0	New
6	Wheel loader tyres (no)	4	4	0	New
7	Wheel loader bucket tips (no)	6	6	0	New
8	Oil filters	3	3	0	New
9	Diesel filters	7	7	0	New
10	Secondary diesel filter	2	2	0	New
11	Hydraulic filter	2	3	0	New
12	Transmission filter	2	2	0	New
13	Air cleaner	3	3	0	New
14	Radiator cover	1	1	0	New
15	Wheel loader bolts	16	16	0	New
15	Wheel loader nuts	16	16	0	New
17	Shock absorber bush	4	4	0	New
18	Oil filter element	1	1	0	New

### 3.2.8 Mainstreaming of Crosscutting Issues

The team was informed that the municipality mainstreamed environmental protection through planting trees along road reserve limits, planting grass on embankment slopes, and reinstating gravel borrow pits.

Gender equity was being mainstreamed through allocating lighter tasks like stripping and grubbing to women road gang members

HIV/AIDS awareness was being mainstreamed through distribution of condoms to communities neighbouring roadworks during site sensitization meetings.

### 3.2.9 Key Issues Mbarara MC

The key issues from the findings in Mbarara MC were as summarized in Table 3.10.

**Table 3.10: Key Issues - Mbarara MC**

S/N	Finding	Risk/Effect	Strategies for improvement
1	Difficulty in attracting and retaining road gangs due to the low wage rate of UGX 100,000 per month per worker.	A risk of failure to effectively and efficiently implement the planned RMM works.	MoWT should expedite revision of the force account guidelines that include enhanced wage rates that are competitive enough to ensure attraction and retention of road gang members
2	Obsolete equipment with high breakdown rate/high maintenance costs and insufficient for the network size	A risk of value loss through shoddy work	MoWT should expedite procurement of additional equipment from Japan to augment capacity of LGs to undertake roadworks.
3	Recovery of money spent on acquisition of tools from the meager wages of road gang members was a challenge	Attrition of road gangs as a result of being discouraged	URF to coordinate with MoWT in ongoing review of Force Account Guidelines to revise relevant section in the guidelines. The tools should be provided entirely at the cost of the implementing agencies.

### 3.2.10 Performance Rating of Road Maintenance Programme in Mbarara Municipality

The performance rating of Mbarara Municipality against Key Performance Indicators (KPIs) was as summarized in Table 3.11.

**Table 3.11: Performance Rating of Mbarara Municipality, Q1-3 FY 2016/17**

Physical Performance								
	Annual Planned Quantity FY 2016/17 (km)	Cum. Planned Quantity Q1-3 FY 2016/17 (km)	Cum. Achieved Quantity Q1-3 FY2016/17 (km)	Score (%)	Budget FY 2016/17 (UGX Million)	weight based on budget	Weighed Score (%)	Remark
		a	b	c = b/a	d	e = d/Σd	p = cxe	
RMM	12.1	12.1	12.1	100.0%	48.000	45.0%	1.5%	
RMeM	64.1	38.3	54.4	142.0%	239.287	22.3%	31.7%	
PM	1.5	1.5	0.3	20.0%	784.890	73.2%	14.6%	
Total					1072.177	100.0%	50.8%	Physical performance score, P =Σp
Financial Performance								
IPF FY 2016/17 (UGX Million)			Available Funds Q1-3FY 2016/17 (UGX Million)	Cum. Expenditure Q1-3FY 2016/17 (UGX Million)		Financial Performance Score, F		Remark
g			h	i		F = i / h		
1,193.546			677.336	326.469		48.2%		
Performance Rating of Mbarara MC against KPLs, Q1-3fy 2016/17							Overall Score (%) = [P x 80%] + [Fx 20%]	Dashboard Color
							50.3%	Fair

### 3.3 Mitooma District Local Government

#### 3.3.1 Background

The district had a total road network of 269km of district roads of which 0km (0%) was paved and 269km (100%) was unpaved. The condition of the road network was: 20% in good condition, 50% in fair condition, and 30% in poor condition. The district had a total annual road maintenance budget of UGX 356.854 million for FY 2016/17. In addition, the district had 2 town councils with a total annual road maintenance budget of UGX 179.768 million and 10 sub-counties with a total annual road maintenance budget of UGX 64.263 million. Road maintenance works planned under Mitooma district and its sub-agencies for implementation in FY 2016/17 were as shown in Table 3.12. It can be seen from Table 3.12 that a total of 313 km was planned to receive routine manual maintained, 267.7 km was planned to receive routine mechanized maintenance, and 0.4 km was planned to receive periodic maintenance with a total budget of UGX 600.886 million.

**Table 3.12: Mitooma DLG Roads Maintenance Programme – Annual Work plan FY 2016/17**

Name of DA/SA	Annual Budget FY 2016/17 (UGX)	Routine Manual Maintenance (km)	Routine Mechanised Maintenance (km)	Periodic Maintenance (km)
Mitooma District	356,853,780	269	201	-
Mitooma TC	90,547,510	28	8.2	0.4
Kashenshero TC	89,220,817	16	26.5	-



Name of DA/SA	Annual Budget FY 2016/17 (UGX)	Routine Manual Maintenance (km)	Routine Mechanised Maintenance (km)	Periodic Maintenance (km)
CARs	64,263,497	-	32	-
<b>Total</b>	<b>600,885,604</b>	<b>313</b>	<b>267.7</b>	<b>0.4</b>

The monitoring team visited Mitooma district, from where the findings were as follows:

### 3.3.2 Mitooma district roads

Under URF funding, planned maintenance activities in FY2016/17 included periodic maintenance of 0 km, routine mechanized maintenance of 201 km, and routine manual maintenance of 269 km. All the works were planned to be done using force account in line with the prevailing policy guidelines.

### 3.3.3 Financial Performance

At the time of the monitoring field visit done on 13 June 2017, the district local government had received a total of UGX 379.387 million (63.1% of IPF) of which UGX 209.389 million (55.2% of funds received) was transferred to district roads, UGX 105.734 million (27.9% of funds received) was transferred to town council roads, and UGX 64.263 million (16.9% of funds received) was transferred to community access roads. Table 3.13 shows the performance of downstream remittances to Mitooma district in the time period Q<sub>1-3</sub> FY 2016/17.

**Table 3.13: Downstream Remittances to Mitooma District Roads Maintenance, Q-3 FY 2016/17**

Item	Q1	Q2	Q3	Q4	Remarks
% of DUCAR annual budget released by MoFPED	19.4%	39.8%	61.8%		Cumulatively
Date of MoFPED release to URF	15-Jul-16	11-Oct-16	11-Jan-17		
% of DLG Annual Budget released by URF	17.3%	41.8%	63.1%		Cumulatively
Date of URF release to District LG	16-Aug-16	04-Nov-16	31-Jan-17		
Date of receipt on Gen. Fund account	17-Aug-16	07-Nov-16	02-Feb-17		
% of District roads annual budget released from Gen. Fund Account to works department	19.4%	34.9%	58.7%		Cumulatively
Date of release to works department	24-Aug-16	17-Nov-16	10-Feb-17		
Delay from start of quarter	54 days	47 days	40 days		Calendar days
Delay from date of URF release	08 days	13 days	13 days		Calendar days

A summary of performance of the releases against the budget for Mitooma district roads is shown in Table 3.14 where it can also be seen that absorption stood at 64.7% of the releases.

**Table 3.14: Summary of Financial Performance of Mitooma district roads, Q1-3 FY 2016/17**

Approved Budget FY 2016/17(UGX)	Funds rolled over from FY 2015/16 (UGX)	Receipts Q1-3 FY 2016/17 (UGX)	Available Funds Q1-3FY 2016/17 (UGX)	Expenditure Q1-3FY 2016/17 (UGX)	Absorption Q1-3FY 2016/17 (%)
a	b	c	d =b+c	e	f = e/d
356,853,780	-	209,389,196	209,389,196	135,480,600	64.7%

Absorption against the various expenditure categories was as shown in Table 3.15.

**Table 3.15: Absorption of Available Funds by Expenditure Category on Mitooma district roads, Q1-3 FY 2016/17**

Expenditures Category	Funds rolled over from FY 2015/16 (UGX)	Releases Q1-3 FY 2016/17 (UGX)	Available Funds Q1-3FY 2016/17 (UGX)	Expenditure Q1-3FY 2016/17 (UGX)	Expenditure as a % of Available Funds
	a	b	C = a+b	d	e =( d/Σc) x 100
RMM / Road gangs	-	75,388,303	75,388,303	48,944,000	23.4%
RMeM / FA	-	76,730,078	76,730,078	46,735,000	22.3%
PM / FA	-	-	-	-	-
Mechanical repairs	-	43,156,843	43,156,843	25,814,000	12.3%
Other Qualifying works		1,230,000	1,230,000	1,230,000	0.6%
Operational expenses	-	12,883,972	12,783,972	12,757,600	6.1%
<b>Total</b>	-	<b>209,389,196</b>	<b>209,389,196</b>	<b>135,480,600</b>	<b>64.7%</b>

### 3.3.4 Physical Performance

The work plan for FY 2016/17 had been progressed as follows: routine manual maintenance had been undertaken to an extent of 269km (100% of what was planned); routine mechanized maintenance had been undertaken to an extent of 76km (37.8% of what was planned); and periodic maintenance was not planned for in FY 2016/17. Some of the road maintenance works undertaken during Q1-3 FY 2016/17 are shown in Figure 3.2.



**Mitooma district:** A section on Bukuba-Bitereko-Rwempunga road (9.0km) that was riddled with rock outcrops.

**Mitooma district:** A grader on Bitereko-Kiyanga-Rutookye road (23.5km) being used for restoration of camber

**Figure 3.2: Photographs in Mitooma District**

### 3.3.5 Fuel Utilization

Utilization of fuel for routine mechanized maintenance works was on average 114 l/km as shown in Table 3.16.

**Table 3.16: Fuel Consumption by Type of Operation in Mitooma district, Q1-3 FY 2016/17**

Operation: Routine Mechanized Maintenance (grading and spot gravelling)				
S/N	Road Name	Length of Road (km)	Fuel used (litres)	Fuel Consumption (l/km)
		a	b	C = b/a
1	Katenga- Bwooma	9.5	936	98.5
2	Kataho- Mutara	12	1,358	113.2
3	Kagogo- Mutara	7.5	1,019	135.9
4	Rweitanzi – Kabira	12	1,358	113.2
5	Bukongoro- Mutara	8	936	117
6	Bukuba- Bitereko- Rwempungu	9	1,006	111.8
7	Katenga- Nkukuru	11	1,254	114
	<b>Total</b>	<b>Σa = 69</b>	<b>Σb = 7,867</b>	<b>Average = Σb/Σa 114 litres/km</b>

The district's grader LG0001-078 was sampled from the fleet of equipment and its average fuel consumption determine as 12.9 l/km as shown in Table 3.17.

**Table 3.17: Fuel Consumption by Type of Equipment in Mitooma district, Q1-3 FY 2016/17**

Operation: Routine Mechanized Maintenance (grading and spot gravelling)					
Equipment Type			Grader LG0001-078		
No. of Equipment			01		
S/N	Road Name	Road Length (km)	Total Fuel used (litres)	Hours worked (h)	Fuel consumption (l/h)
		a	b	c	d = b/c
1	Kabira- Rweitanzi	12	1,358	106	12.8
2	Katenga- Bwooma	9.5	938	72	13.1
	<b>Total</b>		<b>Σb = 2,296</b>	<b>Σc = 178</b>	<b>Average = Σb/Σc 12.9 l/h</b>

### 3.3.6 Utilization of Equipment

An inspection of records pertaining to equipment utilization was done in which it was established that the district maintained some documentation including equipment log sheets for tracking daily usage of equipment, equipment logbooks, and asset register. The district had 4 equipment, of which only 1 was in good condition as shown in Table 3.18.

**Table 3.18: Inventory and Condition of Equipment in Mitooma district, Q1-3 FY 2016/17**

S/N	Type of Equipment	Make	Reg. No	Capacity	Condition (Good, Fair, Poor)
1	Grader	FAW	LG0001-078	130 hp	Poor
2	Tipper	FAW	LG00012-078	7 tons	Good
3	Pick-Up Double Cabin	FAW	LG00003-078	1,800cc	Fair
4	Motorcycle	FAW	LG00004-078	125cc	Fair

Absorption of mechanical imprest at the district was at 59.8% as shown in Table 3.19.

**Table 3.19: Absorption of Mechanical Imprest in Mitooma district, Q1-3 FY 2016/17**

Annual Budget for Mechanical Imprest FY 2016/17 (UGX)	Mechanical Imprest Receipts Q1-3 FY 2016/17 (UGX)	Mechanical Imprest Expenditure Q1-3 FY 2016/17 (UGX)	% of Receipts Spent	Remarks
	a	b	$C = (b/a) \times 100$	
73,550,511	43,156,843	25,814,000	59.8%	

Expenditure of mechanical imprest on some of the equipment was as depicted in Table 3.20.

**Table 3.20: Mechanical Repairs and Maintenance in Mitooma district, Q1-3 FY 2016/17**

Equipment 1: GRADER LG0001-078			Equipment 2: PICK UP JMC LG0003-078		
Date	Description of Mechanical Intervention	Cost (UGX)	Date	Description of Mechanical Intervention	Cost (UGX)
25/9/016	3 Grader blades purchased	6,018,000	26/9/2016	Service	324500
22/9/16	Grader service	5,038,600	10/01/2017	service	320,960
11/01/17	Grader Service	1,933,000			
19/7/2016	replaced turbo charger	5,262,000			
2/9/2016	repair of motor grader	2,652,000			
Equipment 3: Motor cycles LG0011-078					
Date	Description of Mechanical Intervention	Cost (UGX)			
7/12/2016	repairs	477,900			

### 3.3.7 Stores Management

An inspection of the stores was done in which it was established that the district maintained some key books as part of stores management. Some of the key books maintained included a stores ledger book which contained ledger sheets to indicate receipt and issue of various stores items – this was being used to manage inflow and outflow of stores items and each stores item had a ledger sheet, goods received notebooks, stores requisition forms, and stores issue forms. A sample of management of stores items in the district is depicted in Table 3.21.

**Table 3.21: Stores Management in Mitooma district, Q1-3 FY 2016/17**

S/N	Description of Stores Item	Quantity			Remarks
		Received	Issued out	Residual	
1	Grader blades (pairs)	3	1	2	New
2	Fuel filter (Roller)	2 no	2no	0	New
3	Shear pins (no)	4 no	4 no	0	
6	Battery LG00012-078 (no)	2	2	0	

### 3.3.8 Mainstreaming of Crosscutting Issues

The team was informed that the district mainstreamed environmental protection through reinstatement of gravel borrow pits after exploitation.

Gender equity was being mainstreamed by encouraging participation of women in adverts for road gangs and adding women 1 extra point during evaluations for road gang recruitment.

HIV/AIDS awareness was being mainstreamed through putting HIV/AIDS messages on road billboards saying “AIDS kills.”

### 3.3.9 Key Issues Mitooma DLG

The key issues from the findings in Mitooma DLG were as summarized in Table 3.22.

**Table 3.22: Key Issues - Mitooma DLG**

S/N	Finding	Risk/Effect	Strategies for improvement
1	Obsolete equipment with high breakdown rate/high maintenance costs and insufficient for the network size	A risk of value loss through shoddy work	MoWT should expedite procurement of additional equipment from Japan to augment capacity of LGs to undertake road works.
2	Difficulty in attracting and retaining road gangs due to the low wage rate of UGX 100,000 per month per worker.	A risk of failure to effectively and efficiently implement the planned RMM works.	MoWT should expedite revision of the force account guidelines that include enhanced wage rates that are competitive enough to ensure attraction and retention of road gang members
3	Too many rock outcrops along the bigger part of the road network grossly increasing the road roughness	Increased vehicle operating costs	The DA should plan to fill and put a layer of well-graded gravel to overlie the rock outcrops and subsequently create a smooth riding surface on the affected bigger part of the road network
4	<p>Difficulties in acquisition of locally available materials like gravel, hardcore, sand etc. required for force account works due to rigid procurement law.</p> <ul style="list-style-type: none"> <li>The law prohibits direct purchase from material owners and this has resulted into bloated material prices quoted by providers, who are actually middle persons, in addition to protracted lead times</li> </ul>	Delayed implementation of planned works and loss of funds back to Treasury at FY end	PPDA should issue a user-friendly guideline on procurement of locally available construction materials in a cost- and time-efficient manner

### 3.3.10 Performance Rating of Road Maintenance Programme in Mitooma District

The performance rating of Mitooma district against Key Performance Indicators (KPIs) was as summarized in Table 3.23.

**Table 3.23: Performance Rating of Mitooma District, Q1-3 FY 2016/17**

Physical Performance								
	Annual Planned Quantity FY 2016/17 (km)	Cum. Planned Quantity Q1-3 FY 2016/17 (km)	Cum. Achieved Quantity Q1-3 FY2016/17 (km)	Score (%)	Budget FY 2016/17 (UGX Million)	weight based on budget	Weighed Score (%)	Remark
		a	b	c = b/a	d	e = d/Σd	p = cxe	
RMM	269	269	269	100.0%	136.680	50.4%	50.4%	
RMeM	201	120	76.0	63.3%	134598	49.6%	31.4%	
PM					271.278			
Total						100.0%	81.8%	Physical performance score, P =Σ p
Financial Performance								
IPF FY 2016/17 (UGX Million)			Available Funds Q1-3FY 2016/17 (UGX Million)	Cum. Expenditure Q1-3FY 2016/17 (UGX Million)		Financial Performance Score, F		Remark
g			h	i		F = i / h		
356.854			209.389	135.481		64.7%		
Performance Rating of Mitooma District, Q1-3 FY 2016/17							Overall Score (%) = [P x 80%] + [Fx 20%]	Dashboard Color
							78.4%	Good

## 3.4 Rukungiri District Local Government

### 3.4.1 Background

The district had a total road network of 1,216.6km of district roads of which 0km (0%) was paved and 1,216.6km (100%) was unpaved. The condition of the road network was: 23% in good condition, 50% in fair condition, and 27% in poor condition. The district had a total annual road maintenance budget of UGX 666.877 million for FY 2016/17. In addition, the district had 2 town councils with a total annual road maintenance budget of UGX 100 million and 9 sub-counties with a total annual road maintenance budget of UGX 74.334 million. Road maintenance works planned under Rukungiri district and its sub-agencies for implementation in FY 2016/17 were as shown in Table 3.24. It can be seen from Table 3.24 that a total of 100 km was planned to receive routine manual maintained, 124 km was planned to receive routine mechanized maintenance, and 39.8 km was planned to receive periodic maintenance with a total budget of UGX 666.877 million.

**Table 3.24: Rukungiri DLG Roads Maintenance Programme – Annual Work plan FY 2016/17**

Name of DA/SA	Annual Budget FY 2016/17 (UGX)	Routine Manual Maintenance (km)	Routine Mechanised Maintenance (km)	Periodic Maintenance (km)
Rukungiri District	492,542,755	100	124	-
Kebisoni TC	50,000,000	-	-	3
Buyanja TC	50,000,000	-	-	3.4
CARs	74,334,232	-	-	33.4
Total	666,876,987	100	124	39.8



The monitoring team visited Rukungiri district, from where the findings were as follows:

### 3.4.2 Rukungiri district roads

Under URF funding, planned maintenance activities in FY2016/17 included periodic maintenance of 0 km, routine mechanized maintenance of 124 km, and routine manual maintenance of 100 km. All the works were planned to be done using force account in line with the prevailing policy guidelines.

### 3.4.3 Financial Performance

At the time of the monitoring field visit done on 7-8 June 2017, the district local government had received a total of UGX 422.221 million (63.3% of IPF) of which UGX 289.007 million (68.4% of funds received) was transferred to district roads, UGX 58.880 million (13.9% of funds received) was transferred to town council roads, and UGX 74.334 million (17.6% of funds received) was transferred to community access roads. Table 3.25 shows the performance of downstream remittances to Rukungiri district in the time period Q<sub>1-3</sub> FY 2016/17.

**Table 3.25: Downstream Remittances to Rukungiri District Roads Maintenance, Q-3 FY 2016/17**

Item	Q1	Q2	Q3	Q4	Remarks
% of DUCAR annual budget released by MoFPED	19.4%	39.8%	61.8%		Cumulatively
Date of MoFPED release to URF	15-Jul-16	11-Oct-16	11-Jan-17		
% of DLG Annual Budget released by URF	17.2%	40.4%	61.6%		Cumulatively
Date of URF release to District LG	27-Jul-16	28-Oct-16	31-Jan-17		
Date of receipt on TSA Sub-Account	27-July-2016	28-Oct-16	31-Jan-17		
% of District roads annual budget released from Gen. Fund Account to works department	19.4%	32.6%	56.4%		Cumulatively
Date of release to works department	27-July-16	28-Oct-16	31-Jan-17		DLG is on TSA
Delay from start of quarter	2 days	27 Days	30 days		Calendar days
Delay from date of URF release	0	0	0		Calendar days

A summary of performance of the releases against the budget for Rukungiri district roads is shown in Table 3.26 where it can also be seen that absorption stood at 90.6% of the releases.

**Table 3.26: Summary of Financial Performance of Rukungiri district roads, Q1-3 FY 2016/17**

Approved Budget FY 2016/17(UGX)	Funds rolled over from FY 2015/16 (UGX)	Receipts Q1-3 FY 2016/17 (UGX)	Available Funds Q1-3FY 2016/17 (UGX)	Expenditure Q1-3FY 2016/17 (UGX)	Absorption Q1-3FY 2016/17 (%)
a	b	c	d = b+c	e	f = e/d
492,542,755	7,564,568	289,006,694	296,571,262	268,590,527	90.6%

Absorption against the various expenditure categories was as shown in Table 3.27.

**Table 3.27: Absorption of Available Funds by Expenditure Category on Rukungiri district roads, Q1-3 FY 2016/17**

Expenditures Category	Funds rolled over from FY 2015/16 (UGX)	Releases Q1-3 FY 2016/17 (UGX)	Available Funds Q1-3FY 2016/17 (UGX)	Expenditure Q1-3FY 2016/17 (UGX)	Expenditure as a % of Available Funds
	a	b	C = a+b	d	e = ( d/Σc) x 100
RMM / Road gangs	1,046,800	17,834,000	18,880,800	17,834,000	6.0%
RMeM / FA	-	202,271,591	202,271,591	188,018,700	63.4%
PM / FA	-	-	-	-	-
Mechanical repairs	6,517,768	42,829,776	49,347,544	36,666,500	12.4%
Other Qualifying works	-	4,690,800	4,690,800	4,690,800	1.6%
Operational expenses	-	21,380,527	21,380,527	21,380,527	7.2%
<b>Total</b>	<b>7,564,568</b>	<b>289,006,694</b>	<b>296,571,262</b>	<b>268,590,527</b>	<b>90.6%</b>

#### 3.4.4 Physical Performance

The work plan for FY 2016/17 had been progressed as follows: routine manual maintenance had been undertaken to an extent of 57.3km (57.3% of what was planned); routine mechanized maintenance had been undertaken to an extent of 98.1km (79.1% of what was planned); and periodic maintenance was not planned for in FY 2016/17. Some of the road maintenance works undertaken during Q1-3 FY 2016/17 are shown in Figure 3.3.



*Rukungiri district: A section on Rukungiri-Rubabo-Nyarushanje road (27.8km) that was fully graded under RMeM.*



*Rukungiri district: A section on Rukungiri-Rubabo-Nyarushanje road (27.8km) that was spot gravelled under RMeM.*

**Figure 3.3: Photographs in Rukungiri District**

#### 3.4.5 Utilization of Emergency Funds

The district received emergency funds UGX 30 million (21.6% of funds requested for) and spent all the received funds on grading of Nyakisoroza-Murago-Kabaranga road (11.7km) whose condition was in disrepair following destructive rains. Key activities included bush clearing, grading, and opening side and mitre drains.

### 3.4.6 Fuel Utilization

Utilization of fuel for routine mechanized maintenance works was on average 219.8 l/km as shown in Table 3.28.

**Table 3.28: Fuel Consumption by Type of Operation in Rukungiri district, Q1-3 FY 2016/17**

Operation: Routine Mechanized Maintenance (grading and spot gravelling)				
S/N	Road Name	Length of Road (km)	Fuel used (litres)	Fuel Consumption (l/km)
		a	b	C = b/a
1	Kigaga-Birara	1.8	260	144
2	Kakinga-Ahamuyanje	6.5	1365	210
3	Rukungiri-Rubabo-Nyarushanje	27.8	5300	191
4	Ruhinda-Rwengiri	9.5	3060	322
5	Kashenyi-Rusheshe	4.9	1540	314
6	Kabaranga-Murago-Nyakisoroza	11.7	2888	247
7	Omukikunika-Rusheshe	4.2	930	221
8	Kikarara-Garuka-Kyabahanga	12.6	2334	185
9	Kisiizi-Nyarurambi-Kamaga	10.4	1970	189
	<b>Total</b>	<b>Σa =89.4</b>	<b>Σb =19,647</b>	<b>Average =Σb/Σa 219.8 l/km</b>

The district's grader LG 0001-102 was sampled from the fleet of equipment and its average fuel consumption determine as 17 l/km as shown in Table 3.29.

**Table 3.29: Fuel Consumption by Type of Equipment in Rukungiri district, Q1-3 FY 2016/17**

Operation: Routine Mechanized Maintenance (grading and spot gravelling)					
Equipment Type			Grader LG 0001-102		
No. of Equipment			01		
S/N	Road Name	Road Length (km)	Total Fuel used (litres)	Hours worked (h)	Fuel consumption (l/h)
		a	b	c	d = b/c
1	Kigaga-Birara	1.8	260	16	16
2	Kakinga-Ahamuyanje	6.5	1365	80	17
3	Rukungiri-Rubabo-Nyarushanje	27.8	5300	304	17
4	Ruhinda-Rwengiri	9.5	3060	176	17
5	Kashenyi-Rusheshe	4.9	1540	88	18
6	Kabaranga-Murago-Nyakisoroza	11.7	2888	168	17
7	Omukikunika-Rusheshe	4.2	930	56	17
8	Kikarara-Garuka-Kyabahanga	12.6	2334	144	16
9	Kisiizi-Nyarurambi-Kamaga	10.4	1970	136	14
<b>Total</b>		<b>89.4</b>	<b>Σa =19,647</b>	<b>Σc =1,168</b>	<b>Average=Σb/Σc 17</b>

### 3.4.7 Utilization of Mechanical Imprest

An inspection of records pertaining to equipment utilization was done in which it was established that the district maintained some documentation including equipment logbooks for tracking daily usage of equipment, pre- and post-inspection reporting forms for tracking defects/damages and mechanical interventions undertaken, and equipment register for taking stock of equipment. The district had 10 equipment, of which only 1 was in good condition as shown in Table 3.30.

**Table 3.30: Inventory and Condition of Equipment in Rukungiri district, Q1-3 FY 2016/17**

S/N	Type of Equipment	Make	Reg. No	Capacity	Condition (Good, Fair, Poor)
5.	Grader	Changlin	LG 001-102	125HP	Fair
6.	Tipper	Mitsubishi	LG 002-102	7 tons	Good
7.	Pickup	Toyota	UG 046E	2,500cc	Poor
8.	Bulldozer	Komatsu	LG 0009-42		Fair
9.	Pickup	JMC	LG 003-102	1,800cc	Fair
10.	Tipper	Mitsubishi	LG 005-42	7 tons	Grounded
11.	Tipper	Mitsubishi	LG 0012-42	7 tons	Grounded
12.	Roller	Dynapac	LG 0010-42	1 ton	Grounded
13.	Grader	Fiatalis	LG 007-42	125HP	Grounded
14.	Wheel Loader	Fiatalis	LG 006-42		Grounded

Absorption of mechanical impost at the district was at 85.6% as shown in Table 3.31.

**Table 3.31: Absorption of Mechanical Imprest in Rukungiri district, Q1-3 FY 2016/17**

Annual Budget for Mechanical Imprest FY 2016/17 (UGX)	Mechanical Imprest Receipts Q1-3 FY 2016/17 (UGX)	Mechanical Imprest Expenditure Q1-3 FY 2016/17 (UGX)	% of Receipts Spent	Remarks
	a	b	$C = (b/a) \times 100$	
72,993,104	42,829,776	36,666,500	85.6%	

Expenditure of mechanical impost on some of the equipment was as depicted in Table 3.32.

**Table 3.32: Mechanical Repairs and Maintenance in Rukungiri district, Q1-3 FY 2016/17**

Equipment 1: GRADER LG0001-102			Equipment 2: PICK UP JMC LG0003-102		
Date	Description of Mechanical Intervention	Cost (UGX)	Date	Description of Mechanical Intervention	Cost (UGX)
27/9/2016	Seals, Rings, Gasket, Crane hire	3,245,000	9/9/2016	Blades guide, shock absorber	1,365,000
5/10/2016	Guide sleeve, circle motor	1,138,000	10/2/2017	Tyres (No.)	404,000
2/2/2017	Studs, springs, welding	124,000	21/2/2017	Clutch plates, release bearing.	960,000
20/3/2017	Repair of Engine	10,081,500			
21/3/2017	3 sets of cutting blades	6,260,000			

Equipment 3: Bull Dozer LG 009-42			Equipment 4: Pick Up UG 0046E		
Date	Description of Mechanical Intervention	Cost (UGX)	Date	Description of Mechanical Intervention	Cost (UGX)
7/9/2016	Service, filter, air cleaner	560,000	21/3/2017	Speedometer	135,000
Equipment 5: Pick Up UG 643R			Equipment 6: Bulldozer LG 0009-42		
Date	Description of Mechanical Intervention	Cost (UGX)	Date	Description of Mechanical Intervention	Cost (UGX)
27/10/2016	Tyres (2)	960,000	3/2/2017	Hydraulic pipe, pressure seal, chain lock	730,000

An assessment of equipment utility was done by sampling in which the utility of the district grader LG0001-102 was determined as 1km/h as depicted in Table 3.33.

**Table 3.34: Maintenance outputs against Equipment Utility in Rukungiri district, Q1-3 FY 2016/17**

S/N	Criteria	Detail	Quantity	Computation	Remarks
1	Mileage / Hours of use	Start of FY:	47,980	a	
		Current:	49,148	b	
		<b>Total Utility:</b>	<b>1,168</b>	<b>C = b-a</b>	
2	Maintenance outputs	Grading:	1,160	d	
		Gravelling:	8	e	Spot gravelling ongoing
		<b>Total maintenance outputs:</b>	<b>1,168</b>	<b>f = e+d</b>	
Maintenance outputs : Utility Ratio = 1 km/h			1,168km / 1,168 hours	f/c	

### 3.4.8 Stores Management

An inspection of the stores was done in which it was established that the district maintained some key books as part of stores management. Some of the key books maintained included delivery notes, goods received notebooks, and issue orders used to release stores items to users. A sample of management of stores items in the district is depicted in Table 3.35.

**Table 3.35: Stores Management in Rukungiri district, Q1-3 FY 2016/17**

S/N	Description of Stores Item	Quantity			Remarks
		Received	Issued out	Residual	
1	Tyres	4	4	0	Supplied and fitted
2	Flame Mounting Grader	2	2	0	Supplied and fitted
3	Suspension Bushes	4	4	0	Supplied and fitted
4	Set of cutting blades	3	3	0	Supplied and fitted
5	Battery	5	5	0	Supplied and fitted

### 3.4.9 Mainstreaming of Crosscutting Issues

The team was informed that the district mainstreamed environmental protection through conditioning payment of gravel suppliers on presentation of an environmental restoration certificate by the District Environmental Officer.

Gender equity was being mainstreamed by encouraging participation of women in adverts for road gangs and adding women 5 extra points during evaluations for road gang recruitment.

HIV/AIDS awareness was being mainstreamed through conducting HIV/AIDS sensitization as part of site monitoring meetings including distribution of condoms from TASO.

### 3.4.10 Key Issues Rukungiri DLG

The key issues from the findings in Rukungiri DLG were as summarized in Table 3.36.

**Table 3.36: Key Issues - Rukungiri DLG**

S/N	Finding	Risk/Effect	Strategies for improvement
1.	Obsolete equipment with high breakdown rate/high maintenance costs and insufficient for the network size	A risk of value loss through shoddy work	MoWT should expedite procurement of additional equipment from Japan to augment capacity of LGs to undertake road works.
2.	Lack of voluntary community participation (bulungi bwansi) in basic road maintenance activities like removal of obstructions on the roads, grasscutting on the road sides, etc.	Delayed maintenance	District Council should make a resolution to involve communities on a self-help basis in basic road maintenance activities
3.	Outrageous delays in equipment repairs at the regional mechanical workshops. Equipment takes years in the regional mechanical workshops while purportedly undergoing major repairs.	A risk of discouraging LGs from using the regional mechanical workshops for major repairs.	MoWT should pursue augmentation of the annual budget for regional mechanical workshops from the paltry UGX 4.3bn per FY to a substantial amount.
4.	Difficulties in acquisition of locally available materials like firewood, hard core, sand, gravel etc. required for force account works due to rigid procurement law. <ul style="list-style-type: none"> <li>The law prohibits direct purchase from material owners and this has resulted into bloated material prices quoted by providers, who are actually middle persons, in addition to protracted lead times</li> </ul>	Delayed implementation of planned works and loss of funds back to Treasury at FY end	PPDA should issue a user-friendly guideline on procurement of locally available construction materials in a cost- and time-efficient manner



S/N	Finding	Risk/Effect	Strategies for improvement
5	Too many rock outcrops along the bigger part of the road network grossly increasing the road roughness	Increased vehicle operating costs	The DA should plan to fill and put a layer of well-graded gravel to overlie the rock outcrops and subsequently create a smooth riding surface on the affected bigger part of the road network

### 3.4.11 Performance Rating of Road Maintenance Programme in Rukungiri District

The performance rating of Rukungiri district against Key Performance Indicators (KPIs) was as summarized in Table 3.37

**Table 3.37: Performance Rating of Rukungiri District, Q1-3 FY 2016/17**

Physical Performance								
	Annual Planned Quantity FY 2016/17 (km)	Cum. Planned Quantity Q1-3 FY 2016/17 (km)	Cum. Achieved Quantity Q1-3 FY2016/17 (km)	Score (%)	Budget FY 2016/17 (UGX Million)	weight based on budget	Weighed Score (%)	Remark
		a	b	c = b/a	d	e = d/Σd	p = cxe	
RMM	100	75	57.3	76.4%	84.460	26.0%	19.9%	
RMeM	124	109.9	98.1	89.3%	239.885	74.0%	66.0%	
PM					324.345			Not planned
Total						100.0%	85.9%	Physical performance score, P =Σ p
Financial Performance								
IPF FY 2016/17 (UGX Million)			Available Funds Q1-3FY 2016/17 (UGX Million)	Cum. Expenditure Q1-3FY 2016/17 (UGX Million)		Financial Performance Score, F		Remark
g			h	i		F = i / h		
492.543			296.571	268.591		90.6%		
Performance Rating of Rukungiri District, Q1-3 FY 2016/17							Overall Score (%) = [P x 80%] + [Fx 20%]	Dashboard Color
							86.8%	Good

## 3.5 Rubanda District Local Government

### 3.5.1 Background

The district had a total road network of 290.6km of district roads of which 0km (0%) was paved and 290.6km (100%) was unpaved. The condition of the road network was: 56.2% in good condition, 3.8% in fair condition, and 40% in poor condition. The district had a total annual road maintenance budget of UGX 313.827 million for FY 2016/17. In addition, the district had 1 town council with a total annual road maintenance budget of UGX 82.732 million and 7 sub-counties with a total annual road maintenance budget of UGX 37.213 million. Road maintenance works planned under Rubanda district and its sub-agencies for implementation in FY 2016/17 were as shown in Table 3.38. It can be seen from Table 3.38

that a total of 11.2 km was planned to receive routine manual maintained, 218.4 km was planned to receive routine mechanized maintenance, and 5.7 km was planned to receive periodic maintenance with a total budget of UGX 433.772 million.

**Table 3.38: Rubanda DLG Roads Maintenance Programme – Annual Work plan FY 2016/17**

Name of DA/SA	Annual Budget FY 2016/17 (UGX)	Routine Manual Maintenance (km)	Routine Mechanised Maintenance (km)	Periodic Maintenance (km)
Rubanda District	313,826,591	-	190.4	-
Hamurwa TC	82,732,189	8.2	5	5.7
CARs	37,212,883	3	23	-
<b>Total</b>	<b>433,771,663</b>	<b>11.2</b>	<b>218.4</b>	<b>5.7</b>

The monitoring team visited Rubanda district, from where the findings were as follows:

### 3.5.2 Rubanda district roads

Under URF funding, planned maintenance activities in FY2016/17 included periodic maintenance of 0 km, routine mechanized maintenance of 190.4 km, and routine manual maintenance of 0 km. All the works were planned to be done using force account in line with the prevailing policy guidelines.

### 3.5.3 Financial Performance

At the time of the monitoring field visit done on 13-14 June 2017, the district local government had received a total of UGX 258.092 million (59.5% of IPF) of which UGX 176.749 million (68.5% of funds received) was transferred to district roads, UGX 43.627 million (16.9% of funds received) was transferred to town council roads, and UGX 37.213 million (14.4% of funds received) was transferred to community access roads. Table 3.39 shows the performance of downstream remittances to Rubanda district in the time period Q<sub>1-3</sub> FY 2016/17.

**Table 3.39: Downstream Remittances to Rubanda District Roads Maintenance, Q-3 FY 2016/17**

Item	Q1	Q2	Q3	Q4	Remarks
% of DUCAR annual budget released by MoFPED	19.4%	39.8%	61.8%		Cumulatively
Date of MoFPED release to URF	15-Jul-16	11-Oct-16	11-Jan-17		
% of DLG Annual Budget released by URF	17.7%	40.0%	59.5%		Cumulatively
Date of URF release to District LG	24-Aug-16	04-Nov-16	31-Jan-17		
Date of receipt on Gen. Fund Account	14-Sep-16	08-Nov-16	06-Feb-17		
% of District roads annual budget released from Gen. Fund Account to works department	19.4%	34.9%	56.3%		UGX 500,000 mechanical imprest for Q3 FY 2016/17 not transferred to works department
Date of release to works department	14-Sep-16	14-Dec-16	24-Feb-17		

Item	Q1	Q2	Q3	Q4	Remarks
Delay from start of quarter	75 days	74 days	21 days		Calendar days
Delay from date of URF release	21 days	40 days	24 days		Calendar days

A summary of performance of the releases against the budget for Rubanda district roads is shown in Table 3.40 where it can also be seen that absorption stood at 66.2% of the releases.

**Table 3.40: Summary of Financial Performance of Rubanda district roads, Q1-3 FY 2016/17**

Approved Budget FY 2016/17(UGX)	Funds rolled over from FY 2015/16 (UGX)	Receipts Q1-3 FY 2016/17 (UGX)	Available Funds Q1-3FY 2016/17 (UGX)	Expenditure Q1-3FY 2016/17 (UGX)	Absorption Q1-3FY 2016/17 (%)
a	b	c	d =b+c	e	f = e/d
313,826,591	-	176,748,595	176,748,595	116,949,594	66.2%

Absorption against the various expenditure categories was as shown in Table 3.41.

**Table 3.41: Absorption of Available Funds by Expenditure Category on Rubanda district roads, Q1-3 FY 2016/17**

Expenditures Category	Funds rolled over from FY 2015/16 (UGX)	Releases Q1-3 FY 2016/17 (UGX)	Available Funds Q1-3FY 2016/17 (UGX)	Expenditure Q1-3FY 2016/17 (UGX)	Expenditure as a % of Available Funds
	a	b	C = a+b	d	e =( d/Σc) x 100
RMM / Road gangs	-	-	-		
RMeM / FA	-	135,920,363	135,920,363	67,229,500	38%
PM / FA	-	-	-	-	
Mechanical repairs	-	10,836,521	10,836,521	17,724,000	10%
Other Qualifying works		12,148,617	12,148,617	14,153,000	8%
Operational expenses	-	17,843,094	17,843,094	17,843,094	10.1%
<b>Total</b>	-	<b>176,748,595</b>	<b>176,748,595</b>	<b>116,949,594</b>	<b>66.2%</b>

### 3.5.4 Physical Performance

The work plan for FY 2016/17 had been progressed as follows: routine manual maintenance was not planned for in FY 2016/17; routine mechanized maintenance had been undertaken to an extent of 56.2km (29.5% of what was planned); and periodic maintenance was not planned for in FY 2016/17.

Some of the photographs of road maintenance works in Rubanda district are shown in Figure 3.4.



**Rubanda district:** A bottleneck created by a stream crossing on Muko-Kara-Mengo-Iyamuriro-Nshanjare road (22.1km) with temporary timber logs for crossing.

**Rubanda district:** Bottleneck removal involving cutting through the hillside to widen narrow sections on Kashasha-Ihunga road (13.2km).

**Figure 3.4: Photographs in Rubanda District**

### 3.5.5 Fuel Utilization

Utilization of fuel for routine mechanized maintenance works was on average 124.6 l/km as shown in Table 3.42.

**Table 3.42: Fuel Consumption by Type of Operation in Rubanda district, Q1-3 FY 2016/17**  
Operation: Routine Mechanized Maintenance (grading only)

S/N	Road Name	Length of Road (km)	Fuel used (litres)	Fuel Consumption (l/km)
		a	b	C = b/a
1	Kachwekano-Rubona-Kibuzigye	13	1,623	124.8
2	Nfasha-Kagunga-Mugyera-Habuhutu	17	1,960	115.3
3	Rwere-Nangara-Nyamweru	13.2	1,780	134.8
4	Nangara-Kashenyi-Nyamiyaga	13	1,604	123.4
5	Kishanje-Mugyera	2	260	130
6	Mugyera-Kagoma	5	650	130
	<b>Total</b>	<b>Σa = 63.2</b>	<b>Σb = 7,877</b>	<b>Average = Σb/Σa 124.6 litres/km</b>

The district's grader LG0001-121 was sampled from the fleet of equipment and its average fuel consumption determine as 19.8 l/h as shown in Table 3.43.

**Table 3.43: Fuel Consumption by Type of Equipment in Rubanda district, Q1-3 FY 2016/17**

Operation: Routine Mechanized Maintenance (grading only)					
Equipment Type			Grader LG0001-121		
No. of Equipment			01		
S/N	Road Name	Road Length (km)	Total Fuel used (litres)	Hours worked (h)	Fuel consumption (l/h)
		a	b	c	d = b/c
1	Kacwekano-Rubona-Kibuzigye	13	1911	94	20.3
2	Rwere-Nangara-Nyamweru	13.2	1,960	103	19
3	Nangara-Kashenyi-Nyamiyaga	13	1,780	89	20
Total			$\Sigma b = 5,651$	$\Sigma c = 286$	Average = $\Sigma b / \Sigma c$ 19.8 l/h

### 3.5.6 Utilization of Mechanical Imprest

It was established that the district was not maintaining documentation for management of its equipment. The district had only a tipper and 2 supervision vehicles, of which none was in good condition as shown in Table 3.44.

**Table 3.44: Inventory and Condition of Equipment in Rubanda district, Q1-3 FY 2016/17**

S/N	Type of Equipment	Make	Reg. No	Capacity	
	Tipper	JIEFANG	LG0034-13	4.7m <sup>3</sup>	Poor
	Double cabin pickup	Mitsubishi	LG0002-13	2,500cc	Fair
	Station wagon	Landrover	UG0003R	3,300cc	Fair

Absorption of mechanical impost at the district was at 163.8% as shown in Table 3.45.

**Table 3.45: Absorption of Mechanical Imprest in Rubanda district, Q1-3 FY 2016/17**

Annual Budget for Mechanical Imprest FY 2016/17 (UGX)	Mechanical Imprest Receipts Q1-3 FY 2016/17 (UGX)	Mechanical Imprest Expenditure Q1-3 FY 2016/17 (UGX)	% of Receipts Spent	Remarks
	a	b	$C = (b/a) \times 100$	
31,062,599	10,836,521	17,724,000	163.6%	Extra resources drawn from funds meant for RMeM

Utilization of mechanical impost could not be comprehensively assessed due to failure of the designated agency to avail equipment records to the monitoring team.

### 3.5.7 Stores Management

No stores records were presented to the monitoring team.

### 3.5.8 Mainstreaming of Crosscutting Issues

The district was not yet paying attention to mainstreaming of crosscutting issues of environmental protection, gender equity, and HIV/AIDS awareness.

### 3.5.9 Key Issues Rubanda DLG

The key issues from the findings in Rubanda DLG were as summarized in Table 3.46.

**Table 3.46: Key Issues - Rubanda DLG**

S/N	Finding	Risk/Effect	Strategies for improvement
1.	<p>Obsolete equipment with high breakdown rate/high maintenance costs and insufficient for the network size</p> <ul style="list-style-type: none"> <li>The district only had a tipper which was defunct from the time it was obtained</li> </ul>	A risk of value loss through shoddy work	MoWT should expedite procurement of additional equipment from Japan to augment capacity of LGs to undertake roadworks
2.	<p>Inadequate staffing</p> <ul style="list-style-type: none"> <li>Some critical positions under the current force account system like District Engineer, Senior Assistant Engineering Officer, Assistant Engineering Officer-Mechanical, Road Inspector, Road Overseers, Plant Operators, Mechanics, Stores Assistant etc. were still vacant</li> </ul>	A long turnaround for implementation of annual work plans with increased risk of losing money back to Treasury at FY end	MoLG should clarify on its plan for fully staffing the LGs so that this is factored in the URF disbursement plans. This will help to align disbursements to absorption capacities of LGs
3.	UGX 500,000 mechanical imprest for Q3 FY 2016/17 not transferred from General Fund Account to works department	Increased equipment downtime	DA should explain the failure to transfer UGX 500,000 mechanical imprest funds to user account
4.	Failure to present records on equipment and stores management	A risk of mismanagement of equipment and stores	Accounting Officer of the DA should explain
5.	<p>Difficulties in acquisition of locally available materials like gravel, hardcore, sand etc. required for force account works due to rigid procurement law.</p> <ul style="list-style-type: none"> <li>The law prohibits direct purchase from material owners and this has resulted into bloated material prices quoted by providers, who are actually middle persons, in addition to protracted lead times</li> </ul>	Delayed implementation of planned works and loss of funds back to Treasury at FY end	PPDA should issue a user-friendly guideline on procurement of locally available construction materials in a cost- and time-efficient manner
6.	Non-mainstreaming of crosscutting issues	Failure to conform to Government policy	DA should seek guidance from Equal Opportunities Commission and MoWT on mainstreaming of crosscutting issues

### 3.5.10 Performance Rating of Road Maintenance Programme in Rubanda District

The performance rating of Rubanda district against Key Performance Indicators (KPIs) was as summarized in Table 3.47.



**Table 3.47: Performance Rating of Rubanda District, Q1-3 FY 2016/17**

Physical Performance								
	Annual Planned Quantity FY 2016/17 (km)	Cum. Planned Quantity Q1-3 FY 2016/17 (km)	Cum. Achieved Quantity Q1-3 FY2016/17 (km)	Score (%)	Budget FY 2016/17 (UGX Million)	weight based on budget	Weighed Score (%)	Remark
		a	b	c = b/a	d	e = d/Σd	p = cxe	
RMM								
RMeM	190.4	142.8	56.2	39.4%	229.270	100.0%	39.4%	
PM								
Total					229.270	100.0%	39.4%	Physical performance score, P =Σ p
Financial Performance								
IPF FY 2016/17 (UGX Million)			Available Funds Q1-3FY 2016/17 (UGX Million)	Cum. Expenditure Q1-3FY 2016/17 (UGX Million)		Financial Performance Score, F		Remark
g			h	i		F = i / h		
313.827			176.749	116.950		66.2%		
Performance Rating of Rubanda District, Q1-3 FY 2016/17							Overall Score (%) = [P x 80%] + [Fx 20%]	Dashboard Color
							44.7%	Fair

It can be observed from Table 3.44 that RMM and PM were not planned for and therefore not undertaken in FY 2016/17. It can also be observed that the RMeM which was planned for and undertaken during FY 2016/17 was not performing well when measured at the end of Q3 FY 2016/17. This was imputed to 2 main reasons, viz:

- Lack of required key equipment, namely grader, bulldozer etc. which had to be enlisted with a lot of difficulty. The grader was borrowed from Kabale DLG and Kabale MC and at times hired from prequalified providers. The bulldozer was borrowed from the MoWT Urban Roads Resealing Unit (URRS).
- Unfunded planned quantities. At Q3 FY 2016/17, only 56.5% of the budget for Rubanda district roads had been funded by URF.

## 3.6 Kira Municipal Council

### 3.6.1 Background

The Municipal Council had a total road network of 275Km however planned maintenance activities in FY 2016/17 were based on a total of 65.3Km, with a total annual budget of UGX 1.098 billion, under the Uganda Road Fund (URF). As shown in Table 3.48, the planned works included routine manual maintenance of 24.4Km at a cost of UGX 16.8 million; routine mechanised maintenance of 39.3Km at a cost of UGX 138.0 million; periodic maintenance of 1.6Km at UGX 866.1 million; and other qualifying works and operational costs at a cost of UGX 76.6 million.

All the works were planned to be implemented using force account in line with the prevailing policy guidelines.

**Table 3.48: Kira Municipal Council Roads Maintenance Programme - Work Plan, FY 2016/17**

Name of DA/SA	Annual Budget (UGX million)	Routine Manual Maintenance (Km)	Routine Mechanised Maintenance (Km)	Periodic Maintenance (Km)	Remarks
Kira Municipal Council	1,097.5	24.4	39.3	1.6	
<b>Total</b>	<b>1,097.5</b>	<b>24.4</b>	<b>39.3</b>	<b>1.6</b>	

The monitoring team visited Kira Municipal Council from where the findings were as follows:

### Physical and Financial Performance - Kira MC

#### 3.6.2 Financial Performance

At the time of the monitoring field visit done on 19<sup>th</sup> May 2017, the municipal council had received a total of UGX 625.8 million representing 57% of their annual IPF (Indicative Planning Figure). Expenditures amounted to UGX 431.8 million which representing 69.0% of the available funds and 39.3% of the annual budget. The breakdown of the expenditure included UGX 298.4 million (69.1% of total expenditure) expended on routine mechanised maintenance; UGX 167.2 million (38.7% of total expenditure) expended on periodic maintenance; UGX 18.2 million (4.2% of total expenditure) expended on equipment maintenance; UGX 3.01 million (0.7% of total expenditure) expended on operational costs. Table 3.49 shows the performance of releases to Kira MC at the time of monitoring. It can be seen from Table 3.49 that on average, quarterly releases to the municipal council took 13.7 days from the dates of URF releases.

**Table 3.49: Performance of Releases for Kira Municipal Council Roads Maintenance in Q1-3, FY 2016/17**

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	19.40%	39.80%	61.80%		Cumulatively
Date of MFPED release	15-Jul-16	11-Oct-16	11-Jan-17		
% of annual Budget released by URF (Cumulatively)	19.4%	34.9%	57.3%		
Date of URF release	5-Sep-16	7-Nov-16	1-Feb-17		
% of annual Budget released from Gen. Fund Account to works department	19.4%	34.9%	57.3%		
Date of release to works dept	14-Sep-16	17-Nov-16	23-Feb-17		
Delay from start of quarter	75 days	47 days	53 days		58.3 Calendar days Av.
Delay from date of URF release	9 days	10 days	22 days		13.7 Calendar days Av.

Approved Budget FY 2016/17 (UGX million)	Funds rolled over from FY 2015/16 (UGX million)	Receipts Q1-3 FY 2016/17 (UGX Million)	Available Funds Q1-3 FY 2016/17 (UGX Million)	Expenditure Q1-3 FY 2016/17 (UGX Million)	Absorption Q1-3 FY 2016/17 (%)
1,097.42	0.0	625.780	625.78	431.8	69.0%

### 3.6.3 Physical Performance

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

- Pothole patching on 8 roads totalling 7.7Km<sup>3</sup>.
- Routine mechanised maintenance of 6 roads totalling 12.1Km<sup>4</sup>.
- Stone pitching on Kira – Kiwologoma road (450 Sqm out of the 840 Sqm planned).
- Procurement of construction materials for Kireka – Kamuli – Nalya (0.3Km); and Azam – Makanga – Gwatiro (0.1Km) road had been procured.

The monitoring team visited the ongoing works on the municipal council roads and made the observations shown in Table 3.50:

**Table 3.50: Kira MC - Site observations on works implemented under the FY 2016/17 work plan**

Sn	Road Name	Site Observations
1.	Kito - Nsasa (1.6Km) – Planned for routine mechanised maintenance	The road had been graded to shape and spot gravelled in selected sections of about 300m. However the road had not been compacted and gravel had been left in the side drains in some sections. The road was measured to be 1.6Km.



**Kira MC:** Sections of Kito - Nsasa road, which had been graded and spot graveled in selected sections

4 Bethany road (0.2Km); Namugongo – Buto road (1.4Km); Kira – Najeera (1.2Km); Plofra road (0.2Km); Bweyogerere – Buto (1.6Km); Welcome road (0.8Km); Kira – Kiwologoma (1.3Km); and Kira – Kito (1.0Km).

5Kiwologoma – Kijjabijjo (3Km); Kiwologoma – Nakwero (2km); Kitto – Nsasa (1.6Km); Mulawa – Nsasa (2.4Km); Kungu – Buwate (1.3Km); and Namugongo – Akright (1.8Km).

Sn	Road Name	Site Observations
2.	Nsasa - Mulawa (2.4Km) – Planned for routine mechanised maintenance	Grading of the road was still underway with 1.7Km so far graded. Works had been interrupted by rains, however the graded section had not been compacted as required.
3.	Kiwologoma - Kijjabijjo (4.5Km) – Planned for routine mechanised maintenance	Works undertaken on the road included pothole patching, installation of access culverts, stone lining of side drains along a distance of about 200m both sides and emergency works on a swampy section of about 300m.
4.	Kiwologoma - Nakweero (2.9Km) – Planned for routine mechanised maintenance	Works undertaken on the road included bush clearing on a section of about 1.9Km and emergency works at a swampy section with a bottleneck, where installation of 6 lines of 900mm diameter Armco culverts with gabion works had been undertaken and installation of 3 more lines was still underway.



**Kira MC:** A section on Kiwologoma – Kijjabijjo with Emergency repairs (L); and sections of Kira – Kijjabijjo with Stone Lining works

### 3.6.4 Fuel Utilisation

There were no records to enable assessment of Kira MC on the criteria of fuel utilisation.

### 3.6.5 Mechanical Imprest Utilisation

Performance of the road maintenance programme under Kira MC was additionally assessed in respect to utilisation of the funds disbursed as mechanical imprest. This was specifically planned to be assessed from the point of view of absorption of the released funds, general status of the equipment relative to the complete inventory, stores management, record keeping and utilisation of the equipment. However due to lack of records the assessment could not be done on equipment utilisation and stores management.

In FY 2016/17, Kira MC had an annual budget of UGX 67.98 million under mechanical repairs and maintenance. Releases under mechanical imprest during Q1-3 FY 2016/17 amounted to UGX 23.71 million representing 34.9% of the annual budget. Total expenditures as at the time of monitoring was at UGX 18.21 million, which represents 76.8% absorption of the released funds. As shown in Table 3.51 the expenditures were mainly for minor repairs on a number of equipment under the Municipal Council.

**Table 3.51: Kira MC – Expenditure on Mechanical Repairs by Equipment, Q1-3 FY 2016/17**

SN	Equipment	Make	Reg. No.	Condition	Cost of maintenance and repair	Remarks
1	Wheel Loader	CAT 938H	LG 0064-55	Poor	3,162,400	Spares
2	Grader	CAT 120H	LG 0030-55	Poor	2,442,000	Spares
3	Grader	Changlin	LG 0007-109	Poor	3,068,000	Spares
4	Tractor	YTO	LG 0009-109	Fair	834,200	Spares
5	Trailer	YTO	LG 0010-109	Fair	0	
6	Tipper	FAW	LG 0008 – 109	Poor	7,593,220	Repairs
7	Pickup	Toyota	UAJ 565X	Good	277,700	Servicing
8	Pickup	JMC	LG 0006 – 109	Poor	830,000	Servicing
9	Tipper	Tata	LG 0051 – 55	Poor	0	Grounded
<b>Total</b>					<b>18,207,520</b>	76.8% of releases was spent

Table 3.51 also shows the complete inventory of the equipment under the Municipal Council. It can be seen that the Municipal Council had only a few equipment and did not have the complete set of equipment required for force account works like grading, gravelling and resealing.

### 3.6.6 Emergency Funding

Emergency funding to Kira MC was specifically targeted at 2 roads namely: Pine road (2.3Km) which was a road in poor condition but linking the communities to a social service centre; and Nalya – Kyaliwajjala road (0.2Km), which had been damaged by storm water and the local community could not access their residences. The works on Pine road were estimated to cost UGX 128.9 million, of which UGX 30 million had been released in Q3 but had not been expended as at the time of monitoring. The works on Nalya – Kyaliwajjala road had been estimated to cost UGX 66.6 million, of which a total of UGX 58.0 million (87.1% of estimated cost) had been released in Q1 and Q2, and of which UGX 54.9 million had been expended (95% of release and 82.4% of estimated cost).

The team visited the works on Nalya – Kyaliwajjala road and made the observations in Table 3.52.

**Table 3.52: Kira MC – Site Observations on emergency works, Q1-3, FY 2016/17**

Sn	Road Name	Site Observations
1.	Naalya - Kyaliwajjala road (0.2Km) <i>undergoing emergency repairs</i>	Works done on the road included clearing, reshaping and regravelling of about 150m of the road, as well as access culverts installation and stone lining of the side drains on the LHS. The works also included relocation of an electric pole from the roadway. Required remedial works were however yet to be completed.



Sn	Road Name	Site Observations
		

*Kira MC: Sections of Nalya – Kyaliwajjala road where emergency improvement works were undertaken.*

**Figure 3.5: Photographs in Kira Municipality**

### 3.6.7 Mainstreaming of Crosscutting Issues

The monitoring team was informed that environmental protection was being mainstreamed through provision of drainage systems to channel storm water away from water sources and to control erosion in side drains. Tree planting had also been planned along Kira – Kiwologoma road, which was planned for resealing.

Gender mainstreaming had not been implemented in FY 2016/17 but was planned to be implemented during recruitment of road gangs in FY 2017/18.

HIV/AIDS awareness was being mainstreamed through sensitisation messages issued at site meetings and distribution of condoms to workers by placing them in places of convenience.

### 3.6.8 Implementation Challenges

Implementation challenges at the municipal council included:

- Staffing gaps in the works department, which constrained implementation of planned works;
- Difficulty in recruiting road gangs given the low wage rate of UGX 100,000/- per month;
- Scarcity of gravel, leading to long haulage distances and high unit rates;
- Lack of required equipment for grading and resealing works compelling them to use of expensive hired equipment;
- Encroachment of road reserves due to lack of capacity to demarcate and enforce non-encroachment; and
- High failure rate of roads previously paved with single bituminous seals.



### 3.6.9 Key Issues Kira MC

The key issues from the findings in Kira MC were as summarised in Table 3.53.

**Table 3.53: Key issues from findings in Kira MC, Q1-3 FY 2016/17**

SN	Finding	Risk/Effect	Recommendations/ Strategies for improvement
1.	Delays in receipt and transfer of funds	Failure to implement planned works	Improve timeliness of release of funds from URF and from the DAs to their Sub-agencies
2.	Inadequate and unreliable equipment for force account works which compelled DAs and their sub-agencies to use expensive hired equipment	High unit cost of road maintenance	Coordinate with MFPED, MoLG, MoWT to fast track the distribution of the new equipment, and establishment of the proposed zonal equipment centres
3.	Low interface and technical guidance from the central government especially on force account operations	Poorly guided technical officers in DAs	Coordinate with MoWT to establish regular fora for interface with the DAs to ensure that they are sufficiently guided on operational issues concerning force account and road asset management
4.	Lack of records on management of resources and daily outputs in the force account operations (fuel utilisation, daily production, equipment utilisation, stores etc)	Failure to provide accountability for funds and resources	Coordinate with MoWT to develop a force account manual to guide agencies and harmonise approach Standard forms should be developed and disseminated to all LG DAs to guide them in required record keeping under force account.
5.	Failure to implement planned routine manual maintenance	Quick deterioration of condition of roads	DAs should be cautioned and required to explain the perpetual neglect of routine manual maintenance and the whereabouts of funds released for the activity.
6.	Understaffing of works department	Failure to effectively manage the district road network	DA should be required to fill the key positions in the works department to enable effective supervision of works and reporting
7.	Difficulty in recruiting and retaining road gang workers due to low wage rate	Quick deterioration of condition of roads	Coordinate with MoWT to fast-track the issuance of the revised force account guidelines.
8.	Rampant encroachment of road reserves	High costs of future development works	DA should be required to prioritise demarcation of road reserves.
9.	Scarcity of gravel for road works leading to long haulage distances	High unit cost of road maintenance	Coordinate with MoWT to fast-track approval of use of alternative materials and low cost seals.
10.	Planning for single seals on heavily trafficked roads	Quick deterioration of condition of roads	DA should be cautioned to ensure that double surface seals are provided on heavily trafficked roads where sealing works are planned in conformity with national standards.
11.	Inadequate allocations for mechanical repairs compared with planned works and equipment capacity	Poor maintenance/neglect of force account equipment	Rationalise allocations for mechanical repairs and coordinate with MoWT to issue guidelines on management of equipment for force account works.

### 3.6.10 Performance Rating – Kira MC

As shown in Table 3.54, the overall performance at Kira MC was rated as fair at 53.3%. Physical performance was rated at 41.3% while the financial progress was rated at 65.2%.

Table 3.54: Performance Rating of Kira MC

Physical Performance									
	Annual Planned Quantity Q1-3 FY 2016/17 (km)	Cum. Planned Quantity Q1-3 FY 2016/17 (km)	Cum. Achieved Quantity Q1-3 FY 2016/17 (km)	Score (%)	Budget Q1-3 FY 2016/17 (UGX Million)	weight based on budget	Weighted Score (%)	Physical performance score	Remark
	(a)	(b)	(c)	$d=(c/b*100\%)$	(e)	$f=(e/h)$	$g=(f*d)$	(i)	
RMM	97.6	73.2	-	0.0%	16.8	0.02	0.0%	41.3%	Fair
RMeM	39.3	31.6	17.3	54.7%	138.0	0.14	7.4%		
PM	1.6	1.2	0.5	40.0%	866.1	0.85	33.9%		
Total					1,020.9				
Financial Performance									
IPF FY 2016/17 (UGX Million)	Cum. Receipts Q1-3 FY 2016/17 (UGX Million)	Cum. Expenditure Q1-3 FY 2016/17 (UGX Million)	Absorption of releases (%)	Annual Planned works budget (UGX Million)	Cum. Receipts for planned works (UGX Million)	Cum. Expenditure on achieved works (UGX Million)	Propriety (%)	Financial Performance Score	Remark
(j)	(k)	(l)	$(m) = (l/k*100\%)$	(n)	(o)	(p)	$(q) = (p/o*100\%)$	$(r) = (m+q)/2$	
1097.5	625.78	431.8	69.0%	1,088.9	620.9	381.0	61.4%	65.2%	Fair
Performance Rating of Kira MC								Average Score (%)	Dashboard Colour
								53.3%	Fair

## 3.7 Kyankwanzi District Local Government

### 3.7.1 Introduction

The district had a total road network of 488.3Km of district roads however planned maintenance activities were based on 390.9Km in FY 2016/17 with a total annual road maintenance budget of UGX 387.12 million, under the Uganda Road Fund (URF). In addition, the district had two town councils with a total budget of UGX 206.59 million for the regular road maintenance works. The district also had 9 sub-counties, however only 8 sub-counties were funded with a total annual budget of UGX 47.61 million. Road maintenance works planned for implementation in FY 2016/17 under Kyankwanzi district and its sub-agencies were as shown in Table 3.55. It can be seen from Table 19 that a total of 437.4Km were planned to receive routine manual maintenance; a total of 46.0Km were planned to have routine mechanised maintenance; and a total of 10.5Km were planned to receive periodic maintenance with a total budget of UGX 641.58 million.

**Table 3.55: Kyankwanzi District - Annual Roads Maintenance Work Plan, FY 2016/17**

Name of DA/SA	Annual Budget (UGX million)	Routine Manual Maintenance (Km)	Routine Mechanised Maintenance (Km)	Periodic Maintenance (Km)	Remarks
Kyankwanzi DLG	387.130	368.4	22.5	0.0	
Butemba TC	109.611	42.4	0.0	4.1	
Ntwetwe TC	96.983	26.6	0.0	6.4	
CARs	47.610	0.0	23.5	0.0	9 sub-counties in total of which 8 were funded
<b>Total</b>	<b>641.583</b>	<b>437.4</b>	<b>46.0</b>	<b>10.5</b>	

The monitoring team visited Kyankwanzi district from where findings were as follows:

### 3.7.2 Kyankwanzi district roads

Under URF funding, planned maintenance activities in FY2016/17 included routine mechanised maintenance of 22.5Km<sup>5</sup> and manual routine maintenance of 368.4Km as per the work plan submitted to URF. Planned routine mechanised maintenance works also included 10Km of spot improvements whose target roads had not been specified. This posed a potential challenge in accountability and oversight. 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 22nd May 2017, the district had received a total of UGX 366.84 million (57.2% of IPF) of which UGX 205.21 million (53.0% annual budget) was for district roads; UGX 114.02 million (55.2% of annual budget) was for the regular maintenance works under the two town councils; and UGX 47.61 million (100% of annual budget) was for bottleneck removal on Community Access Roads under the district. Expenditure against releases for maintenance of district roads was at UGX 202.05 million (98.5% of releases).

The breakdown of the expenditure included UGX 49.599 million (24.5% of total expenditure) expended on routine manual maintenance works; UGX 111.15 million (55% of total expenditure) was expended on routine mechanised maintenance; UGX 12.53 million (6.2% of total expenditure and 62.0% of releases for mechanical imprest) expended on equipment maintenance; and UGX 28.766 million (14.2% of total expenditure) expended on administrative costs. Quarterly remittances to the district works department on average took 7.7 days from the dates of releases by URF. Table 3.56 shows the performance of releases to Kyankwanzi DLG and expenditures as at the time of monitoring.

6 Nzoo – Bambala road (12.5Km); Spot improvement on selected roads (10.0Km)

**Table 3.56: Performance of Releases for Kyankwanzi District Roads Maintenance, FY 2016/17**

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	19.4%	39.8%	61.8%		Cumulatively
Date of MFPED release	15-Jul-16	11-Oct-16	11-Jan-17		
% of annual Budget released by URF (Cumulatively)	17.9%	33.0%	57.2%		
Date of URF release	28-Jul-16	1-Nov-16	1-Feb-17		
% of annual Budget released from Gen. Fund Account to works department	19.4%	33.0%	53.0%		
Date of release to works dept.	3-Aug-16	10-Nov-16	9-Feb-17		
Delay from start of quarter	33 days	40 days	39 days		37.3 Calendar days Av.
Delay from date of URF release	6 days	9 days	8 days		7.7 Calendar days Av.

Approved Budget FY 2016/17 (UGX million)	Funds rolled over from FY 2015/16 (UGX million)	Receipts Q1-3 FY 2016/17 (UGX Million)	Available Funds Q1-3 FY 2016/17 (UGX Million)	Expenditure Q1-3 FY 2016/17 (UGX Million)	Absorption Q1-3 FY 2016/17 (%)
387.130	0.0	205.207	205.207	202.051	98.5%

#### i) Physical Performance

As at the time of the monitoring field visit, the works that had been implemented included routine manual maintenance on 351.3Km out of the planned 368.3Km which were done in only 1 quarter out the 3 quarters planned (50.7% activity progress). Progress against planned routine mechanised maintenance works stood at 17.5Km<sup>6</sup> out of the planned 22.5Km (62.1% activity progress).

A total of 10 roads with total length of 20.5Km (out of 23.5Km planned) of community access roads had been implemented in the 8 sub-counties. The monitoring team visited some of the works implemented under the district and made the observation shown in Table 3.57.

**Table 3.57: Kyankwanzi DLG - Site observations on works implemented under the FY 2016/17 work plan**

Sn	Road Name	Site Observations
1.	Nzoo - Bambala (12.5Km)	Works done on the road included bush clearing and grading, and spot gravelling in selected sections. The road was however overgrown with grass across the side drains and shoulders and had a critically distressed bridge at the end of the road. The riding surface was still fair however the road had not received routine manual maintenance. Vehicle measured length of the road was 12.5Km.

<sup>7</sup> Nzoo – Bambala (12.5Km); Kigando – Mbogobiri (5Km)



**Figure 3.6: Photographs in Kyankwanzi district**

**i) Fuel consumption by type of activity**

Fuel consumption on the routine mechanised maintenance works done on the different unpaved roads using force account was assessed as shown in Table 3.58. It can be seen that the fuel consumption on the 4 roads assessed ranged from 280 Ltr/Km to 518.6 Ltr/Km for roads that received grading and spot gravelling while it ranged from 1750 Ltr/Km to 1875 Ltr/Km for roads that received spot improvements. The average consumption rate for the 6 roads under the district was 563.2 Ltr/Km. These consumption rates when compared with those at other districts were exorbitantly high, which indicated laxity in the control of utilisation of fuel in the district.

**Table 3.58: Kyankwanzi DLG –Fuel Consumption by Roads Maintained, Q1-3 FY 2016/17**

SN	Road Name	Outputs (Km)	Fuel (Ltr)	Consumption Ratio (Ltr/Km)	Remarks
1	Nzoo - Bambala	12.5	6483	518.6	Grading and Spot gravelling
2	Kigando - Mbogobbiri	5	1,400	280.0	Spot improvement
3	Katanabirwa - Ntundwa	0.6	1125	1875.0	road safety
4	Bamusuta - Kitabona	1	1750	1750.0	road safety
	<b>Total</b>	<b>19.1</b>	<b>10,758</b>		<b>Average = 563.2 L/Km</b>



## ii) Fuel consumption by type of equipment

Fuel consumption by type of equipment, specifically the grader that was used on force account works done by the district was assessed as shown in Table 3.59. It can be seen that the fuel consumption on the 4 roads assessed ranged from 84 Ltr/Km to 330.4 Ltr/Km for roads that received grading and spot gravelling while it ranged from 700 Ltr/Km to 1867 Ltr/Km for roads that received spot improvements. These consumption rates when compared with those at other districts were again exorbitantly high, which indicates laxity in the control of utilisation of fuel in the district. The fuel consumption on Katanabirwa - Ntundwa road, being an outlier, needs to be examined further given that it more than doubled the consumption on other roads with similar works and even outstripped the works that had spot gravelling. The average consumption rate for the 4 roads under the district was 333.5 Ltr/Km.

**Table 3.59: Kyankwanzi DLG – Fuel Consumption by the two Graders, Q1-3 FY 2016/17**

SN	Road Name	Outputs (Km)	Fuel (Ltr)	Consumption Ratio (Ltr/Km)	Remarks
1	Nzoo - Bambala	12.5	4130	330.4	Spot gravelling
2	Kigando - Mbogobbiri	5	420	84.0	Spot improvement
3	Katanabirwa - Ntundwa	0.6	1120	1866.7	road safety
4	Bamusuta - Kitabona	1	700	700.0	road safety
	<b>Total</b>	<b>19.1</b>	<b>6,370</b>		<b>Average = 333.5 L/Km</b>

## iii) Mechanical Imprest Utilisation

Performance of the road maintenance programme under Kyankwanzi DLG was assessed in respect to utilisation of the funds disbursed to the DUCAR agencies as mechanical imprest. This had been planned to be assessed from the point of view of absorption of the released funds, general status of the equipment relative to the complete inventory, stores management, record keeping and utilisation of the equipment. However due to lack of records the assessment could not be done on equipment utilisation and stores management.

In FY 2016/17, Kyankwanzi DLG had an annual budget of UGX 71.878 million under mechanical repairs and maintenance. Releases under mechanical imprest, as at the time of monitoring, amounted to UGX 20.23 million representing 28.1% of the annual budget. Total expenditures as at the time of monitoring was UGX 12.53 million, representing 62% absorption of the released funds. Table 3.60 shows the equipment inventory and expenditure on mechanical repairs. It can be seen that the repairs were on only 5 equipment and the district did not have sufficient equipment capacity for both grading and gravelling and therefore their equipment capacity required to be reinforced.

**Table 3.60: Kyankwanzi DLG – Expenditure on Mechanical Repairs by Equipment, Q1-3 FY 2016/17**

SN	Equipment	Reg. No.	Make/Type	Condition	Cost of maintenance and repair (UGX)	Remarks
1	Grader	LG 0001 - 062	Changlin	Poor	200,000	
2	Tipper	LG 0002 - 062	FAW	Good	3,830,000	
3	Pickup	LG 0003 - 062	JMC	Fair	3,604,000	
4	Motorcycle	LG 0004 - 062	Jingcheng	Good	3,550,000	



SN	Equipment	Reg. No.	Make/Type	Condition	Cost of maintenance and repair (UGX)	Remarks
5	Motorcycle	LG 0005 - 062	Jingcheng	Good	1,350,000	
6	Tipper	LG 0023 - 20	Mitsubishi	Poor	-	
<b>Total</b>					<b>12,534,000</b>	62.0% of Mechanical imprest releases were spent

#### i) Emergency Funding

Kyankwanzi DLG did not receive any funding for emergency works and was therefore not assessed in this area.

#### ii) Mainstreaming of Crosscutting Issues

The monitoring team was informed that the district mainstreams environmental protection in the road maintenance works through environmental screening before implementation of the works and by undertaking mitigation measures like tree planting and grassing. HIV/AIDS Awareness was being mainstreamed through sensitisation campaigns conducted by the HIV focal person facilitated by the programme. Gender and equity issues were being mainstreamed through the recruitment process for road gangs, where they ensured that both men and women were recruited within the required minimum proportions.

#### iii) Implementation Challenges

Implementation challenges at the district included:

- Delays in receipt of funds, at an average of 37.3 days from the start of each quarter and 7.7 days from release of funds by URF, which in turn delayed implementation of planned works;
- High rate of breakdown of the grader and insufficient equipment for force account operations, which constrains implementation of the road maintenance programme;
- Washed out bridges on some of the district roads, which required capital works and which the district could not afford within the maintenance budget (on kidundula and Bambala swamps);
- Inadequate releases for maintenance of the road equipment; and
- The rampant budget cuts, which constrain planning for the road network.

### 3.7.3 Butemba Town Council Roads

Under URF funding, planned maintenance activities at the town council in FY2016/17 included completion of tarmacking of selected town roads under the URF Board Special Project; periodic maintenance of 5.1Km<sup>2</sup>; and routine manual maintenance of 42.4Km. All the works were planned to be done using force account in line with the prevailing policy guidelines. The monitoring team visited the town council and the following were the findings:

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8 Rwebisiriza - Kyampagi road (2.5Km); and Butemba College - Kayunga road (1.6Km)

## i) Financial Performance

At the time of the monitoring field visit done on 23 May 2017, Butemba TC had received a total of UGX 60.89 million (55.6% of IPF for regular works) and UGX 50.0 million for the Board Special Project. Expenditures against the received funds stood at UGX 56.295 million under the regular works (92.4% of funds received) and UGX 14.709 million under the Board Special Project (29.4% of the funds received). The expended funds under the regular works included UGX 10.23 million (18.2% of total expenditure) expended on routine manual maintenance works; UGX 39.29 million (69.8% of total expenditure) expended on periodic maintenance works; UGX 2.97 million (5.3% of total expenditure); and UGX 3.8 million (6.8% of total expenditure and 100.2% of releases for mechanical imprest) expended on equipment maintenance. Quarterly remittances to the town council on average took 15 days from the dates of releases by URF. Table 3.61 shows the performance of releases to Butemba TC as at the time of monitoring.

**Table 3.61: Performance of Releases to Butemba TC, FY 2016/17**

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	19.4%	39.8%	61.8%		Cumulatively
Date of MFPED release	15-Jul-16	11-Oct-16	11-Jan-17		
% of annual Budget released by URF (Cumulatively)	17.9%	33.0%	57.2%		
Date of URF release	28-Jul-16	1-Nov-16	1-Feb-17		
% of annual Budget released from DLG to Butemba TC	19.4%	33.9%	55.6%		
Date of release to works dept.	4-Aug-16	17-Nov-16	23-Feb-17		
Delay from start of quarter	34 days	47 days	53 days		44.7 Calendar days Av.
Delay from date of URF release	7 days	16 days	22 days		15 Calendar days Av.

Approved Budget FY 2016/17 (UGX million)	Funds rolled over from FY 2015/16 (UGX million)	Receipts Q1-3 FY 2016/17 (UGX Million)	Available Funds Q1-3 FY 2016/17 (UGX Million)	Expenditure Q1-3 FY 2016/17 (UGX Million)	Absorption Q1-3 FY 2016/17 (%)
109.612	0.221	60.894	61.115	56.295	92.4%

## ii) Physical Performance

The works that had been implemented as at the time of the monitoring field visit included routine manual maintenance on 37.2Km out of the 42.4Km planned, which had been done in only quarters 1 and 2. Other works done included maintenance works on Butemba College – Kayunga road (1.5Km); installation of 3 lines of culverts out of the 6 lines planned; and stock piling of materials for the Board Special project road. The monitoring team visited Butemba College – Kayunga road and made the observations in Table 3.62.

**Table 3.62: Butemba TC - Site observations on works implemented under the FY 2016/17 work plan**

Sn	Road Name	Site Observations
1.	Butemba College – Kayunga road (1.6Km)	Works done on the road included bush clearing, grading and spot gravelling in selected sections. 3no. 600mm diameter cross culverts had been installed however they had insufficient gravel cover on the approaches. Both the gravelled and graded sections had not been compacted and the shoulders along the graded sections were overgrown with grass.



*Butemba TC: Sections of Butemba College – Kayunga road*

#### i) Mechanical Imprest Utilisation

Performance of the road maintenance programme under Butemba TC was assessed in respect to utilisation of the funds disbursed to the DUCAR agencies as mechanical imprest. This had been planned to be assessed from the point of view of absorption of the released funds, general status of the equipment relative to the complete inventory, stores management, record keeping and utilisation of the equipment. However due to lack of records the assessment could not be done on equipment utilisation and stores management.

In FY 2016/17, Butemba TC had an annual budget of UGX 12.796 million under mechanical repairs and maintenance. Releases under mechanical imprest, as at the time of monitoring, amounted to UGX 3.927 million representing 30.7% of the annual budget. Total expenditures as at the time of monitoring was UGX 3.933 million, representing 100.2% absorption of the released funds. Table 3.63 shows the equipment inventory and expenditure on mechanical repairs. It can be seen that the TC's equipment base was weak and that the repairs were on only 1 of the 2 equipment.

**Table 3.63: Butemba TC – Expenditure on Mechanical Repairs by Equipment, Q1-3 FY 2016/17**

SN	Equipment	Make	Condition	Mech. Imprest Q1-3 FY 2016/17 (UGX)	Cost of maintenance and repair (UGX)	Remarks
1	Tipper	FAW	Fair	3,927,078	0.0	Requires battery and 6 tyres
2	Pickup	JMC	Fair		3.933	Requires engine overhaul
Total				3,927,078	3.933	100.2% of releases under mechanical imprest was spent

## ii) Emergency Funding

Butemba TC had not received funding for emergency works and was therefore not assessed in this area.

## iii) Mainstreaming of Crosscutting Issues

The monitoring team was informed that the TC mainstreamed environmental protection in the road maintenance works through environmental screening before implementation of the works and by implementing the arising recommended mitigation measures. HIV/AIDS Awareness was being mainstreamed through sensitisation of affected communities and road gangs. Gender and equity issues were being mainstreamed through the recruitment process for road gangs, where women were specifically encouraged to apply and female applicants were given affirmative action considerations.

## iv) Implementation Challenges

Implementation challenges identified at Butemba TC included:

- Delays in receipt of funds at an average of 44.7 days from the start of each quarter and 15 days from the dates of release of funds by URF;
- Inadequate equipment for implementation of works using force account; which subjected them to costly hire of equipment and reduced outputs from the available funds;
- Delayed and inadequate funding for mechanical repairs;
- Delays in release of funds under the Board Special Project, which had delayed implementation of works across 2 financial years; and
- The risk of loss of the stock piled materials through damage of especially the bitumen given the prolonged period in which they had been left standing in the open.

### 3.7.4 Ntwetwe Town Council Roads

Under URF funding, planned maintenance activities at the town council in FY2016/17 included periodic maintenance of 6.4Km<sup>8</sup>; and routine manual maintenance of 26.6Km. All the works were planned to be done using force account in line with the prevailing policy guidelines. The monitoring team visited the town council and the following were the findings:

## i) Financial Performance

At the time of the monitoring field visit done on 23<sup>rd</sup> May 2017, Ntwetwe TC had received a total of UGX 53.128 million (54.8% of IPF) and had expended a total of UGX 53.037 million (99.8% of funds released). The breakdown of the expenditure included UGX 46.86 million (88.3% of total expenditure) expended on periodic maintenance works; UGX 4.35 million (8.2% of total expenditure) expended on operations; and UGX 1.823 million (3.4% of total expenditure and 52.9% of releases for mechanical imprest) expended on equipment maintenance. Quarterly remittances to the town council on average took 17.3 days from the dates of releases by URF. Table 3.64 shows the performance of releases to Ntwetwe TC as at the time of monitoring.

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<sup>9</sup> Sekidde – Musisi Kityo road (1.6Km); Nalumbuye – Masembe road (1.8Km); Kaleem – Byasali road (2Km); and Kaseegu – Mutumba road (1.0Km)

**Table 3.64: Performance of Releases to Ntvetwe TC, FY 2016/17**

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	19.4%	39.8%	61.8%		Cumulatively
Date of MFPED release	15-Jul-16	11-Oct-16	11-Jan-17		
% of annual Budget released by URF (Cumulatively)	17.9%	33.0%	57.2%		
Date of URF release	28-Jul-16	1-Nov-16	1-Feb-17		
% of annual Budget released from DLG to Ntvetwe TC	19.4%	33.5%	54.8%		
Date of release to works dept.	5-Aug-16	17-Nov-16	1-Mar-17		
Delay from start of quarter	35 days	47 days	59 days		47 Calendar days Av.
Delay from date of URF release	8 days	16 days	28 days		17.3 Calendar days Av.

Approved Budget FY 2016/17 (UGX million)	Funds rolled over from FY 2015/16 (UGX million)	Receipts Q1-3 FY 2016/17 (UGX Million)	Available Funds Q1-3 FY 2016/17 (UGX Million)	Expenditure Q1-3 FY 2016/17 (UGX Million)	Absorption Q1-3 FY 2016/17 (%)
96.983	0.059	53.128	53.187	53.037	99.7%

## ii) Physical Performance

As at the time of the monitoring field visit, the town council had implemented works on 3 roads totalling 5.5Km but had not commenced planned routine manual maintenance works. The monitoring team visited the roads on which maintenance works had been done and made the observations in Table 3.65.

**Table 3.65: Ntvetwe TC - Site observations on works implemented under the FY 2016/17 work plan**

Sn	Road Name	Site Observations
1.	Kaleem – Byasali road (2.0Km)	Works done on the road included opening, bush clearing, and grading to a width of about 4.5m. However no offshoots had been provided and the road had not been compacted and was overgrown with grass across the shoulders in some sections.

**Ntvetwe TC: Sections of Kaleem – Byasali road**



Sn	Road Name	Site Observations
2.	Nalumbuye - Masembe road (1.5Km)	Works done on the road included opening, bush clearing, and grading to a width of about 4.5m. However no offshoots had been provided and the road had not been compacted and was overgrown with grass across the shoulders/carriageway in some sections.



*Ntwetwe TC: Sections of Nalumbuye - Masembe road*

3.	Sekidde - Ensieribetya road (2.0Km)	Works done on the road included opening, bush clearing, tree removal, and grading to a width of about 5.0m. However no offshoots had been provided and the road had not been compacted and was overgrown with grass across the shoulders/carriageway in some sections.
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*Ntwetwe TC: Sections of Sekidde - Ensieribetya road*

### iii) Mechanical Imprest Utilisation

Performance of the road maintenance programme under Ntwetwe DLG was assessed in respect to utilisation of the funds disbursed to the DUCAR agencies as mechanical imprest. This had been planned to be assessed from the point of view of absorption of the released funds, general status of the equipment relative to the complete inventory, stores management, record keeping and utilisation of the equipment.

However due to lack of records the assessment could not be done on equipment utilisation and stores management.



In FY 2016/17, Ntwetwe DLG had an annual budget of UGX 12.796 million under mechanical repairs and maintenance. Releases under mechanical imprest, as at the time of monitoring, amounted to UGX 3.593 million representing 28.1% of the annual budget. Total expenditures as at the time of monitoring was UGX 1.9 million, representing 52.9% absorption of the released funds. Table 3.66 shows the equipment inventory and expenditure on mechanical repairs at Ntwetwe TC at the time of monitoring.

**Table 3.66: Ntwetwe TC – Expenditure on Mechanical Repairs by Equipment, Q1-3 FY 2016/17**

SN	Equipment	Make	Condition	Mech. Imprest Q1-3 FY 2016/17 (UGX)	Cost of maintenance and repair (UGX)	Remarks
1	Tractor	FAW	Fair	3,592,693	500,000	LG 0007 - 062
2	Pickup	JMC	Fair		1,400,000	LG 0006 - 062
<b>Total</b>				<b>3,592,693</b>	<b>1,900,000</b>	52.9% of releases under mechanical imprest was spent

#### i) Emergency Funding

Emergency works that were funded under Ntwetwe TC included repair of Lubega – Kayongo road, Kiyingi – Luutu road, and Sebulime – Nattyole road, which had been damaged by rains. As at the time of the monitoring field visit, a total of UGX 20.0 million had been released out of the UGX 72.5 million requested, representing 27.6% of the required works. Expenditure against the released funds stood at UGX 17.75 million, representing 98.8% absorption of the released funds. The implemented works were inspected during the monitoring field visit and the findings were as presented in Table 3.67.

**Table 3.67: Ntwetwe TC - Site observations on emergency works, FY 2016/17**

Sn	Road Name	Site Observations
1.	Church Semeo road (1.0Km) – the road was providing alternative access to Ntwetwe town after a section of the main access, Ntwetwe – Kiboga road, which is under UNRA had been cut-off by floods and had a slippery surface.	Works that had been done on the road included grading to formation and spot gravelling in selected sections measuring 350m. Vehicle measured length of the road was 1Km.



**Ntwetwe TC: Sections of Emergency works on Church Semewo Road**

## ii) Mainstreaming of Crosscutting Issues

The monitoring team was informed that the TC mainstreams environmental protection in the road maintenance works through environmental screening before implementation of the works and by implementing the arising recommended mitigation measures. However HIV/AIDS Awareness and Gender and Equity were yet to be mainstreamed.

## iii) Implementation Challenges

Implementation challenges identified in Ntwetwe TC included:

- Delays in receipt of funds at an average of 47 days from the start of each quarter and 17.3 days from the dates of release of funds by URF;
- Inadequate equipment for implementation of works using force account; which subjected them to costly hire of equipment and reduced outputs from the available funds;
- Delayed and inadequate funding for mechanical repairs; and
- Land acquisition issues, which render opening up of new roads and upgrading of roads very challenging.

## 3.7.5 Key Issues Kyankwanzi DLG

The key issues from the findings in Kyankwanzi DLG were as summarised in Table 3.68.

**Table 3.68: Key issues from findings in Kyankwanzi DLG, FY 2016/17**

SN	Generic Findings		Agencies where found	Recommendations/ Strategies for improvement
	Finding	Risk/Effect		
1	Delays in receipt and transfer of funds	Failure to implement planned works	DLGs: Kyankwanzi  TCs: Butemba, Ntwetwe	Improve timeliness of release of funds from URF and from the DAs to their Sub-agencies
2	Inadequate and unreliable equipment for force account works which compelled DAs and their sub-agencies to use expensive hired equipment	High unit cost of road maintenance	DLGs: Kyankwanzi  TCs: Butemba, Ntwetwe	Coordinate with MFPED, MoLG, MoWT to fast track the distribution of the new equipment, and establishment of the proposed zonal equipment centres
3	Low interface and technical guidance from the central government especially on force account operations	Poorly guided technical officers in DAs	DLGs: Kyankwanzi  TCs: Butemba, Ntwetwe	Coordinate with MoWT to establish regular fora for interface with the DAs to ensure that they are sufficiently guided on operational issues concerning force account and road asset management

SN	Generic Findings		Agencies where found	Recommendations/ Strategies for improvement
	Finding	Risk/Effect		
4	Lack of records on management of resources and daily outputs in the force account operations (fuel utilisation, daily production, equipment utilisation, stores etc)	Failure to provide accountability for funds and resources	DLGs: Kyankwanzi  TCs: Butemba, Ntwetwe	Coordinate with MoWT to develop a force account manual to guide agencies and harmonise approach  Standard forms should be developed and disseminated to all LG DAs to guide them in required record keeping under force account.
5	Non-mainstreaming of crosscutting issues	Non-compliance with Government policy	DLGs: Kyankwanzi	DA should be requested to seek guidance from Equal Opportunities Commission and MoWT
6	Failure in implementation of routine manual maintenance as planned	Quick deterioration of condition of roads	DLGs: Kyankwanzi	DAs should be cautioned and required to explain the perpetual neglect of routine manual maintenance and the whereabouts of funds released for the activity.
7	Scarcity of gravel for road works leading to long haulage distances	High unit cost of road maintenance	Kira MC	Coordinate with MoWT to fast-track approval of use of alternative materials and low cost seals.
8	Inadequate allocations for mechanical repairs compared with planned works and equipment capacity	Poor maintenance/neglect of force account equipment	DLGs: Kyankwanzi  TCs: Butemba, Ntwetwe	Rationalise allocations for mechanical repairs and coordinate with MoWT to issue guidelines on management of equipment for force account works.
9	Non-remittance of withholding tax	Garnishing of road maintenance funds	DLGs: Kyankwanzi	DA should be cautioned and required to produce evidence of payment of withholding tax.
10	Slow release of funds for the Board project for tarmacking of selected town council roads, which risks expiry of the stocked bitumen	Loss of value for money	Butemba TC	Prioritise release of funds for completion of the Board project for tarmacking of selected town council roads.
11	Lack of detailed work plan for planned spot improvement works	Difficulty in accountability and oversight	Kyankwanzi DLG	Fast-track implementation of the RMMS to computerise checking and approval of work plans.

SN	Generic Findings		Agencies where found	Recommendations/ Strategies for improvement
	Finding	Risk/Effect		
12	Non-declaration of change of target roads for regular works and emergency works. Emergency works on Lubega – Kayongo road were changed to a section of Church Semeo road with no communication to URF.	Difficulty in accountability and oversight	Ntwetwe TC	Ntwetwe TC should be cautioned and required to strictly communicate any changes to funded works before they are implemented.
13	Exceptionally high fuel consumption of the graders on some roads like Nzoo – Bambala, Katanabirwa – Ntunda and Bamusuta - Kitabona roads at an average of 422 Ltr/Km compared to other roads with similar works	Lack of propriety in use of resources	Kyankwanzi DLG	DA should be cautioned and required to tighten controls to ensure prudence in the utilisation of resources.

### 3.7.6 Performance Rating – Kyankwanzi DLG

As shown in Table 3.69, the performance at Kyankwanzi DLG was rated as generally good at 76.7% but mainly skewed by the high absorption of released funds. Physical performance was rated as fair at 57.5% while financial progress was rated as good at 96.0%.

Table 3.69: Performance Rating of Kyankwanzi DLG

Physical Performance									
	Annual Planned Quantity Q1-3 FY 2016/17 (km)	Cum. Planned Quantity Q1-3 FY 2016/17 (km)	Cum. Achieved Quantity Q1-3 FY 2016/17 (km)	Score (%)	Budget Q1-3 FY 2016/17 (UGX Million)	weight based on budget	Weighted Score (%)	Physical performance score	Remark
	(a)	(b)	(c)	$d=(c/b * 100\%)$	(e)	$f=(e/h)$	$g=(f*d)$	(i)	
RMM	1,104.3	692.6	351.3	50.7%	130.8	0.41	20.6%	57.5%	Fair
RMeM	29.0	29.0	18.0	62.1%	191.9	0.59	36.9%		
PM	-	-	-		-	0.00	0.0%		
<b>Total</b>					322.7				
Financial Performance									
IPF FY 2016/17 (UGX Million)	Cum. Receipts Q1-3 FY 2016/17 (UGX Million)	Cum. Expenditure Q1-3 FY 2016/17 (UGX Million)	Absorption of releases (%)	Annual Planned works budget (UGX Million)	Cum. Receipts for planned works (UGX Million)	Cum. Expenditure on achieved works (UGX Million)	Propriety (%)	Financial Performance Score	Remark
(j)	(k)	(l)	$(m) = (l/k * 100\%)$	(n)	(o)	(p)	$(q) = (p/o * 100\%)$	$(r) = (m+q)/2$	
387.13	205.21	202.05	98.5%	349.5	185.2	173.29	93.5%	96.0%	Good
Performance Rating of Kyankwanzi DLG								Average Score (%)	Dash board Colour
								76.7%	Good

## 3.8 Luwero District Local Government

### 3.8.1 Introduction

The district had a total road network of 413.1Km of district roads however planned maintenance activities were based on 221.7Km in FY 2016/17 with a total annual road maintenance budget of UGX 656.12 million, under the Uganda Road Fund (URF). In addition, the district had three town councils with a total budget of UGX 431.61 million for the regular road maintenance works. The district also had total of 10 sub-counties with a total annual budget of UGX 128.55 million. Road maintenance works planned for implementation in FY 2016/17 under Luwero district and its sub-agencies were as shown in Table 3.70. It can be seen from Table 34 that a total of 169Km were planned to receive routine manual maintenance; a total of 77.2Km were planned to have routine mechanised maintenance; and a total of 117.6Km were planned to receive periodic maintenance with a total budget of UGX 1.216 billion. The works planned for periodic maintenance under the district, totalling 106.2Km were however in actual sense routine mechanised maintenance in nature.

**Table 3.70: Luwero District Roads Maintenance Programme - Annual Work Plan, FY 2016/17**

Name of DA/ SA	Annual Budget (UGX million)	Routine Manual Maintenance (Km)	Routine Mechanised Maintenance (Km)	Periodic Maintenance (Km)	Remarks
Luwero DLG	656.120	96.6	18.9	106.2	Works planned under periodic maintenance were in actual sense routine mechanized maintenance
Luwero TC	155.092	31.1	10.7	1.2	
Wobulenzi TC	136.564	13.3	5.1	3.5	
Bombo TC	139.955	28.0	1.5	6.7	
CARs	128.552	0.0	41.0	0.0	10 sub-counties in total
<b>Total</b>	<b>1,216.283</b>	<b>169.0</b>	<b>77.2</b>	<b>117.6</b>	

The monitoring team visited Luwero district from where findings were as follows:

### 3.8.2 Luwero district roads

Under URF funding, planned maintenance activities in FY2016/17 included periodic maintenance of 106.2Km<sup>9</sup>; routine mechanised maintenance of 18.9Km<sup>10</sup> and manual routine maintenance of 96.6Km as per the work plan submitted to URF. The monitoring team however noted that all the works planned under periodic maintenance were in actual sense routine mechanised maintenance in nature. 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 17<sup>th</sup> May 2017, the district had received a total of UGX 723.42 million (59.5% of IPF) of which UGX 356.06 million (54.3% annual budget) was for district roads; UGX 238.8 million (55.3% of annual budget) was for the regular maintenance works under 3 Town Councils; and UGX 128.55 million (100% of annual budget) was for bottleneck removal on Community

<sup>10</sup> Kyevunze – Butuntumula – Kasiso (6.0Km); Kyegomba – Kikuube – Kagalama (16.0Km); Kyangabakama – Matembe – Kudumali (11.5Km); Bamunanika – Kikusa (16.0Km); Kalagala – Lutete (6.1Km); Nkondo – Degeya (8.1Km); Kalagala – Namawojja (8.1Km); Koko – Kiziri (6.1Km); Lukole – Bajo – Kisingiri (7.3Km); and spot gravel of selected spots (21Km).

<sup>11</sup> Namusasula – Kirolo (70Km); Nyimbwa – Nandere (4.1Km) and Kaliro Katono – Kiteme (7.0Km).

Access Roads under the district. Expenditure against releases for maintenance of district roads was at UGX 300.21 million (84.3% of releases) as shown in Table 35.

The breakdown of the expenditure included UGX 87.95 million (29.3% of total expenditure) expended on routine mechanised maintenance works; UGX 204.25 million (68.1% of total expenditure) expended on routine mechanised maintenance works that had been planned for periodic maintenance; and UGX 7.81 million (2.6% of total expenditure) expended on administrative costs. It was however observed that no expenditure had been made on mechanical repairs of equipment and that the district was essentially relying on hired equipment, which was expensive. Table 3.71 shows the performance of releases to Luwero DLG and expenditures as at the time of monitoring. It can be seen from Table 35 that on average releases to the district took 0 days from the dates of URF releases, which was within the agreed period of 5-days.

**Table 3.71: Performance of Releases for Luwero District Roads Maintenance, FY 2016/17**

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	19.40%	39.80%	61.80%		Cumulatively
Date of MFPED release	15-Jul-16	11-Oct-16	11-Jan-17		
% of annual Budget released by URF (Cumulatively)	19.4%	34.9%	54.3%		
Date of URF release	15-Aug-16	28-Oct-16	13-Jan-17		
% of annual Budget released from Gen. Fund Account to works department	19.4%	34.9%	54.3%		
Date of release to works dept.	15-Aug-16	28-Oct-16	13-Jan-17		DLG is on TSA Account
Delay from start of quarter	45 days	27 days	12 days		28.0 Calendar days Av.
Delay from date of URF release	0 days	0 days	0 days		0 Calendar days Av.

Approved Budget FY 2016/17 (UGX million)	Funds rolled over from FY 2015/16 (UGX million)	Receipts Q1-3 FY 2016/17 (UGX Million)	Available Funds Q1-3 FY 2016/17 (UGX Million)	Expenditure Q1-3 FY 2016/17 (UGX Million)	Absorption Q1-3 FY 2016/17 (%)
656.120	0.0	356.064	356.064	300.208	84.3%

## ii) Physical Performance

Planned works had commenced on a total of 10 roads measuring 67.8Km<sup>2</sup> that had been planned for periodic maintenance but which were in actual sense routine mechanised maintenance in nature. This represented a progress of 64.6% under that activity and 54.2% of all the routine mechanised maintenance works. The rest of the works including routine manual maintenance works had not commenced.

<sup>12</sup> Kyegomba – Kikuube – Kagalama (16.0Km); Bamunanika – Kikusa (16.0Km); Kalagala – Lutete (6.1Km); Kalagala – Namawojja (8.1Km); Koko – Kiziri (6.1Km); Lukole – Bajo – Kisingiri (7.3Km); and spot gravel Bukebe – Nakusubuyaki (2.1Km), Lusula – Bamunanika (1.8Km), Kaliro – Katono (2.2Km) and Nyimbwa – Nandere (2.2Km)



The district could not explain the failure in implementing routine manual maintenance works, contrary to the URF budget guidelines that require agencies to prioritise manual maintenance ahead of mechanised maintenance works. It was noted that some works implemented under spot gravelling of selected sections were also planned under routine mechanised maintenance, which risks duplication of works.

Works on community access roads had been implemented in most of the sub-counties. The monitoring team visited some of the roads where planned works had been implemented and made the observation shown in Table 3.72.

**Table 3.72: Luwero DLG - Site observations on works implemented under the FY 2016/17 work plan**

Sn	Road Name	Site Observations
1.	Luwube – Nakyewa road (5.0Km) CAR in Katikamu Sub-county	The road had been opened and graded to 4.5m width but without compaction. Vehicle measurement of road length was 5Km.
2.	Koko – Kiziri (6.1Km), <i>planned for periodic maintenance but received routine mechanised maintenance</i>	The road had been graded to formation and compacted. However windrows had been left in the side drains along the first 0.8Km. Vehicle measurement of road length was 5.8Km.
3.	Kalagala – Namawojja (8.1Km), <i>planned for periodic maintenance but received routine mechanised maintenance</i>	The road had been graded to formation and compacted. Spot gravelling had been done in selected sections and 3 lines of cross culverts had been installed. However no offshoots had been provided and the side drains were overgrown with grass along the sections that had not been gravelled. Vehicle measurement of road length was 7.9Km.
4.	Kalagala – Lutete (7.0Km), <i>planned for periodic maintenance but received routine mechanised maintenance</i>	The road had been graded to formation and compacted. 3no culvert crossings had been installed and spot gravelling in selected sections had been done. However overgrown grass was observed along the shoulders and side drains due to lack of routine manual maintenance. Vehicle measurement of road length was 5.9Km.
5.	Bamunanika – Kikusa (16.0Km), <i>planned for periodic maintenance but received routine mechanised maintenance</i>	The road had been graded and compacted, and selected spots of about 1.0Km had been gravelled. The road was however overgrown with grass across the side drains. Vehicle measurement of road length was 15.5Km.

Sn	Road Name	Site Observations
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***Luwero DLG: Sections of Luwube –Nakyewa road (Community Access Road in Katikamu Sub-county)***



***Luwero DLG: Sections of Koko – Kiziri road***



***Luwero DLG: Sections of Kalagala – Namawojja road***

Sn	Road Name	Site Observations
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*Luwero DLG: Sections of Kalagala – Lutete road*



*Luwero DLG: Sections of Bamunanika – Kikyusa road*

**Figure 3.7: Photographs in Luwero district**

#### **i) Fuel Utilisation**

Luwero DLG implemented all the planned routine mechanised maintenance works using hired equipment at rates which were inclusive of fuel. It was therefore not assessed on the criteria for fuel utilisation<sup>12</sup>.

#### **ii) Mechanical Imprest Utilisation**

Performance of the road maintenance programme under Luwero DLG was assessed in respect to utilisation of the funds disbursed to the DUCAR agencies as mechanical imprest. This had been planned to be assessed from the point of view of absorption of the released funds, general status of the

<sup>12</sup> The assessment framework for utilization of fuel was based on routine mechanized maintenance works.



equipment relative to the complete inventory, stores management, record keeping and utilisation of the equipment. However due to lack of records the assessment could not be done on equipment utilisation and stores management.

In FY 2016/17, Luwero DLG had an annual budget of UGX 73.55 million under mechanical repairs and maintenance. Releases under mechanical imprest, as at the time of monitoring, amounted to UGX 25.17 million representing 34.2% of the annual budget. There was however no expenditure yet against the funds released for mechanical imprest. Table 3.73 shows the equipment inventory and expenditure on mechanical repairs and it can be seen that none of the equipment had received any repair/maintenance.

**Table 3.73: Luwero DLG – Expenditure on Mechanical Repairs by Equipment, Q1-3 FY 2016/17**

SN	Equipment	Make	Condition	Mech. Imprest Q1-3 FY 2016/17 (UGX)	Cost of maintenance and repair (UGX)	Remarks
1	Grader	Komatsu	Fair	25,173,542	0	Under repair
2	Grader	Changlin	Fair		0	Under breakdown
3	Wheel Loader	Komatsu	Fair		0	
<b>Total</b>				<b>25,173,542</b>	<b>0</b>	0% of releases under mechanical imprest was spent

The district did not have sufficient equipment capacity for both grading and gravelling and therefore their equipment capacity required reinforcement.

### iii) Emergency Funding

Luwero DLG did not receive any funding for emergency works and was therefore not assessed in this area.

### iv) Mainstreaming of Crosscutting Issues

The monitoring team was informed that environmental protection has been mainstreamed through enforcement of gravel borrow pits reinstatement and tree planting along roads supported by related road rehabilitation programmes.

HIV/AIDS Awareness was being mainstreamed through community sensitisation in areas where works were undertaken and to workers during site meetings. Gender and equity had however not been mainstreamed.

### v) Implementation Challenges

Implementation challenges at the district included:

- High rate of breakdown of equipment and lack of sufficient equipment for the planned work at the district, town councils and sub-counties;
- Heavy loading on some district roads arising from traffic evading the axle load control station on the national roads; and
- Lack of transport for supervision of works under the force account arrangement.

### 3.8.3 Luwero Town Council Roads

Under URF funding, planned maintenance activities in FY2016/17 at the town council included periodic maintenance of 1.2Km; routine mechanised maintenance of 10.7Km and routine manual maintenance of 31.1Km. However the monitoring team noted that there were discrepancies between the names and length of roads in the annual work plan submitted to URF, the Q2 quarterly accountability report submitted to URF and the roads where works were implemented on the ground. It was therefore not possible to ascertain the authentic works plan that had been approved, funded and implemented by the town council. 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 18<sup>th</sup> May 2017, Luwero TC had received a total of UGX 89.25 million (57.5% of IPF) and had expended a total of UGX 80.69 million (90.4% of funds released). The breakdown of the expenditure included UGX 21.2 million (26.3% of total expenditure) expended on routine manual maintenance; UGX 1.12 million (1.4% of total expenditure) expended on routine mechanised maintenance works; UGX 50.25 million (62.3% of total expenditures) expended on periodic maintenance works; UGX 2.84 million (3.5% of total expenditure) expended on operational costs; and UGX 5.28 million (6.5% of total expenditure and 95.6% of releases for mechanical imprest) expended on equipment maintenance. Quarterly remittances to the town council on average took 38.7 days from the dates of releases by URF. Table 3.74 shows the performance of releases to Luwero TC as at the time of monitoring.

**Table 3.74: Performance of Releases to Luwero TC, FY 2016/17**

Item	Q1	Q2	Q3	Q4	Remarks
% of annual Budget released by MFPED (Cumulatively)	19.40%	39.80%	61.80%		Cumulatively
Date of MFPED release	15-Jul-16	11-Oct-16	11-Jan-17		
% of annual Budget released by URF (Cumulatively)	19.4%	33.6%	57.5%		
Date of URF release	15-Aug-16	28-Oct-16	13-Jan-17		
% of annual Budget released by DLG to Luwero TC	19.4%	33.6%	57.5%		
Date of release to Luwero TC	21-Sept-16	28-Nov-16	2-Mar-17		
Delay from start of quarter	82 days	58 days	60 days		66.7 Calendar days Av.
Delay from date of URF release	37 days	31 days	48 days		38.7 Calendar days Av.

Approved Budget FY 2016/17 (UGX million)	Funds rolled over from FY 2015/16 (UGX million)	Receipts Q1-3 FY 2016/17 (UGX Million)	Available Funds Q1-3 FY 2016/17 (UGX Million)	Expenditure Q1-3 FY 2016/17 (UGX Million)	Absorption Q1-3 FY 2016/17 (%)
155.092	0.0	89.248	89.248	80.688	90.4%

works on 31Km of roads implemented for only 1 month due to arears from the previous financial year. Other works included routine mechanised maintenance of 8 road totalling 7.9Km<sup>13</sup>; and periodic maintenance works on 2 roads totalling 0.7Km<sup>14</sup>. The monitoring team visited some of the roads and made the observations in Table 3.75.

**Table 3.75: Luwero TC - Site observations on works implemented under the FY 2016/17 work plan**

Sn	Road Name	Site Observations
1.	Kyebakutika road	Stone pitching of the side drains had been done in 4 sections totalling about 250m. The road had been previously paved but with the lining of the side drains left outstanding.
2.	Kizito – Nsubuga road (1.2Km)	The road had been graded and compacted, however it had no access culvert at the beginning and therefore could hardly be accessed by motorised traffic. The road was overgrown with grass across the shoulders and had no offshoots provided. Vehicle measurement of road length was 1.1Km.
3.	Eng. Jemba road (0.7Km)	The roads had been opened, and shaped to formation. Trees removed from the roadway were observed, however no offshoots or culverts had been provided.
4.	Ivan road (0.4Km)	
5.	Eng. Jemba – Ivan road	
6.	Road no.2 –Kalibbala (0.2Km)	



***Luwero TC: Sections of Eng. Jemba road***

<sup>14</sup> Kizito Nsubuga road (1.2Km); Ivan road (0.4Km); Ligwa I&II (0.6Km); Eng. Jemba road (0.7Km); Kiwagu road (0.4Km); Eng. Jemba – Ivan road (0.8Km); Road no.2 – Kalibbala road (0.2Km); and Eng. Jemba – Mabale road (0.3Km).

<sup>15</sup> Lady Irene road (0.4Km); and Kyabakutika road (0.3Km)





*Luwero TC: Sections of Kizito - Nsubuga road*



*Luwero TC: Sections of Kyebakutika road*

## ii) Mechanical Imprest Utilisation

Performance of the road maintenance programme under Luwero TC was assessed in respect of utilisation of the funds disbursed to the DUCAR agencies as mechanical imprest. This had been planned to be assessed from the point of view of absorption of the released funds, general status of the equipment relative to the complete inventory, stores management, record keeping and utilisation of the equipment. However due to lack of records the assessment could not be done on equipment utilisation and stores management.

In FY 2016/17, Luwero TC had an annual budget of UGX 12.796 million under mechanical repairs and maintenance. Releases under mechanical imprest, as at the time of monitoring, amounted to UGX 5.52 million representing 43.1% of the annual budget. Total expenditures as at the time of monitoring was UGX 5.275 million, representing 95.6% absorption of the released funds. Table 3.76 shows the equipment inventory and expenditure on mechanical repairs and it can be seen that the repairs were on only 2 equipment.

**Table 3.76: Luwero TC – Expenditure on Mechanical Repairs by Equipment, Q1-3 FY 2016/17**

SN	Equipment	Make	Condition	Mech. Imprest Q1-3 FY 2016/17 (UGX)	Cost of maintenance and repair (UGX)	Remarks
1	Tipper	FAW	Fair	5,520,212	3,500,000	LG 0008-068
2	Pickup	JMC	Fair		1,774,700	Under breakdown
<b>Total</b>				<b>5,520,212</b>	<b>5,274,700</b>	95.6% of releases under mechanical imprest was spent

Table 40 also shows that the TC did not have sufficient equipment for force account works.

### iii) Emergency Funding

Luwero TC did not receive any funding for emergency works and was therefore not assessed in this area.

### iv) Implementation Challenges

Implementation challenges identified in Luwero TC included:

- Delays in receipt of funds at an average of 66.7 days from the start of each quarter and 38.7 days from the dates of release of funds by URF;
- Inadequate releases for mechanical repairs and maintenance of the equipment;
- Political agitation for removal of routine manual maintenance due to decreased effectiveness arising from the low wage rates; and
- Difficulty in accessing the district equipment, which compelled them to reprogramme and use hired equipment.

### 3.8.4 Key Issues Luwero DLG

The key issues from the findings in Luwero DLG were as summarised in Table 3.77.

**Table 3.77: Key issues from findings in Luwero DLG, FY 2016/17**

SN	Generic Findings		Agencies where found	Recommendations/ Strategies for improvement
	Finding	Risk/Effect		
•	Delays in receipt and transfer of funds	Failure to implement planned works	DLGs: Luwero TCs: Luwero	Improve timeliness of release of funds from URF and from the DAs to their Sub-agencies
•	Inadequate and unreliable equipment for force account works which compelled DAs and their sub-agencies to use expensive hired equipment	High unit cost of road maintenance	DLGs: Luwero TCs: Luwero	Coordinate with MFPED, MoLG, MoWT to fast track the distribution of the new equipment, and establishment of the proposed zonal equipment centres

SN	Generic Findings		Agencies where found	Recommendations/ Strategies for improvement
	Finding	Risk/Effect		
•	Low interface and technical guidance from the central government especially on force account operations	Poorly guided technical officers in DAs	DLGs: Luwero TCs: Luwero	Coordinate with MoWT to establish regular fora for interface with the DAs to ensure that they are sufficiently guided on operational issues concerning force account and road asset management
•	Lack of records on management of resources and daily outputs in the force account operations (fuel utilisation, daily production, equipment utilisation, stores etc)	Failure to provide accountability for funds and resources	DLGs: Luwero TCs: Luwero	Coordinate with MoWT to develop a force account manual to guide agencies and harmonise approach  Standard forms should be developed and disseminated to all LG DAs to guide them in required record keeping under force account.
•	Non-mainstreaming of crosscutting issues	Non-compliance with Government policy	DLGs: Luwero TCs: Luwero	DA should be requested to seek guidance from Equal Opportunities Commission and MoWT
•	Failure in implementation of routine manual maintenance as planned	Quick deterioration of condition of roads	DLGs: Luwero TCs: Luwero	DAs should be cautioned and required to explain the perpetual neglect of routine manual maintenance and the whereabouts of funds released for the activity.
•	Inadequate allocations for mechanical repairs compared with planned works and equipment capacity	Poor maintenance/ neglect of force account equipment	DLGs: Luwero TCs: Luwero	Rationalise allocations for mechanical repairs and coordinate with MoWT to issue guidelines on management of equipment for force account works.
•	Non-remittance of withholding tax	Garnishing of road maintenance funds	DLGs: Luwero	DA should be cautioned and required to produce evidence of payment of withholding tax.
•	Huge advances to the district engineer for force account works to the tune of UGX 276.3 million.	Contrary to force account guidelines and risk of abuse of funds	Luwero DLG	DA should be cautioned and required to strictly conform to the force account guidelines issued by MoWT
•	Inconsistencies in Planning Figures in the work plan (UGX 893.8m), performance agreement (UGX 656.1m), and quarterly reports plan (UGX 590.1m)	Difficulty in accountability and oversight	Luwero DLG	Fast-track implementation of the RMMS to computerise checking and approval of work plans and filing of quarterly reports.  DA should be required to harmonise the work plan and quarterly reports with the official IPFs, also provided in the performance agreement.

### 3.8.5 Performance Rating – Luwero DLG

As shown in Table 3.78, performance at Luwero DLG was rated as generally good at 70.1% largely skewed by the high absorption rate of released funds. Physical performance was rated as fair at 58.1% while the financial progress was rated as good at 82.0%.

Table 3.78: Performance Rating of Luwero DLG

Physical Performance									
	Annual Planned Quantity Q1-3 FY 2016/17 (km)	Cum. Planned Quantity Q1-3 FY 2016/17 (km)	Cum. Achieved Quantity Q1-3 FY 2016/17 (km)	Score (%)	Budget Q1-3 FY 2016/17 (UGX Million)	weight based on budget	Weighted Score (%)	Physical performance score	Remark
	(a)	(b)	(c)	$d=(c/b*100\%)$	(e)	$f=(e/h)$	$g=(f*d)$	(i)	
RMM	96.3	96.3	-	0.0%	72.2	0.15	0.0%	58.1%	Fair
RMeM	106.3	96.3	65.9	68.4%	407.4	0.85	58.1%		
PM	-	-	-	-	-	0.00	0.0%		
Total					479.6				
Financial Performance									
IPF FY 2016/17 (UGX Million)	Cum. Receipts Q1-3 FY 2016/17 (UGX Million)	Cum. Expenditure Q1-3 FY 2016/17 (UGX Million)	Absorption of releases (%)	Annual Planned works budget (UGX Million)	Cum. Receipts for planned works (UGX Million)	Cum. Expenditure on achieved works (UGX Million)	Propriety (%)	Financial Performance Score	Remark
(j)	(k)	(l)	$(m) = (l/k*100\%)$	(n)	(o)	(p)	$(q) = (p/o*100\%)$	$(r) = (m+q)/2$	
656.12	356.06	300.21	84.3%	547.6	330.4	263.2	79.7%	82.0%	Good
Performance Rating of Wakiso DLG								Average Score (%)	Dashboard Colour
								70.1%	Good

## 3.9 Wakiso District Local Government

### 3.9.1 Introduction

The district had a total road network of 536Km of district roads however planned maintenance activities were based on a total of 455.3Km in FY 2016/17 with a total annual road maintenance budget of UGX 1.271 billion, under the Uganda Road Fund (URF). In addition, the district had eight town councils with a total budget of UGX 843.3 million for the regular road maintenance works and UGX 225 million for completion of tarmacking of 1.0Km of town roads funded under the URF Board Special Project. The district also had total of 7 sub-counties with a total annual budget of UGX 246.75 million. Road maintenance works planned for implementation in FY 2016/17 under Wakiso district and its sub-agencies were as shown in Table 3.79. It can be seen from Table 3.79 that a total of 532.9Km were planned to receive routine manual maintenance; 497.3Km were planned to receive routine mechanised maintenance; and 35.5Km was planned to receive periodic maintenance with a total budget of UGX 2.361 billion.



**Table 3.79: Wakiso District Roads Maintenance Programme - Annual Work Plan, FY 2016/17**

Name of DA/SA	Annual Budget (UGX million)	Routine Manual Maintenance (Km)	Routine Mechanised Maintenance (Km)	Periodic Maintenance (Km)	Remarks
Wakiso DLG	1270.562	455.3	179	21.8	
Wakiso TC	284.401	6.1	8.2	2.2	
Kakiri TC	113.037	20.2	12.1	3.0	
Masulita TC	97.024	25.4	0.0	2.0	
Namayumba TC	98.869	25.9	0.0	6.5	
Kajjansi TC	100.000	0.0	3.4	0.0	Work plans for the new TCs were not provided.
Kyengera TC	50.000	0.0	8.0	0.0	
Kasangati TC	50.000	0.0	0.0	0.0	
Katabi TC	50.000	0.0	14.1	0.0	
CARs	246.753	0.0	272.5	0.0	7 sub-counties in total
<b>Total</b>	<b>2360.646</b>	<b>532.9</b>	<b>497.3</b>	<b>35.5</b>	

The monitoring team visited Wakiso district from where findings were as follows:

### 3.9.2 Wakiso district roads

Under URF funding, planned maintenance activities in FY 2016/17 included periodic maintenance of 21.8Km<sup>15</sup>; routine mechanised maintenance of 23 roads totalling 179Km and manual routine maintenance of 455.3Km as per the work plan submitted to URF. 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 15th May 2017, the district had received a total of UGX 1.337 billion (55.4% of IPF) of which UGX 745.5 million (57.8% annual budget) was for district roads and UGX 591.1 million (51.8% of annual budget) was for the regular maintenance works in the town councils and sub-counties in Wakiso district. Expenditure against releases for maintenance of district roads was at UGX 312.11 million (41.9% of releases).

The breakdown of the expenditure included UGX 33.59 million (10.8% of total expenditure) expended on routine manual maintenance works; UGX 170.49 million (54.6% of total expenditure) expended on routine mechanised maintenance; UGX 50.78 million (16.3% of total expenditure) expended in periodic maintenance works; UGX 27.38 million (8.8% of total expenditure and 67.9% of releases for mechanical imprest) expended on equipment maintenance; and UGX 29.87 million (9.6% of total expenditure) expended on administrative costs. Quarterly remittances to the works department on average took 17.3 days from the dates of releases by URF. Table 3.80 shows the performance of releases to Wakiso DLG and expenditures as at the time of monitoring.

<sup>16</sup> Sentema – Mengo (13.4Km); Bira – Kireka – Nansana (6.7Km); Gombe – Bubebere waterway (1.7Km); Nakusaza – Kiwanda – Gombe road (4.6Km)

**Table 3.80: Performance of Releases for Wakiso District Roads Maintenance, FY 2016/17**

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	19.4%	39.8%	61.8%		Cumulatively
Date of MFPED release	15-Jul-16	11-Oct-16	11-Jan-17		
% of annual Budget released by URF (Cumulatively)	19.4%	34.9%	59.0%		
Date of URF release	18-Aug-16	24-Nov-16	7-Feb-17		
% of annual Budget released from Gen. Fund Account to works department	19.4%	34.2%	57.8%		DLG is on TSA
Date of release to works dept.	15-Sep-16	1-Dec-16	24-Feb-17		
Delay from start of quarter	76 days	61 days	54 days		63.7 Calendar days Av.
Delay from date of URF release	28 days	7 days	17 days		17.3 Calendar days Av.

Approved Budget FY 2016/17 (UGX million)	Funds rolled over from FY 2015/16 (UGX million)	Receipts Q1-3 FY 2016/17 (UGX Million)	Available Funds Q1-3 FY 2016/17 (UGX Million)	Expenditure Q1-3 FY 2016/17 (UGX Million)	Absorption Q1-3 FY 2016/17 (%)
1,270.562	0.0	745.521	745.521	312.113	41.9%

## ii) Physical Performance

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

- Routine manual maintenance across the road network starting in Q1;
- Routine mechanised maintenance on 15 roads totalling 129.8km;
- Periodic maintenance works on 2 roads totalling 11.7Km;

Works on all the community access roads were yet to commence. The monitoring team visited some of the roads where planned works had been implemented and made the observation shown in Table 3.81.

**Table 3.81: Wakiso DLG - Site observations on works implemented under the FY 2016/17 work plan**

Sn	Road Name	Site Observations
1.	Gobero – Magogo – Mwera road (12.5Km)	The entire road had been graded in Q2 but was not compacted. The first 2Km were overgrown with grass across the shoulders with no evidence of routine manual maintenance. The road required provision of culverts in some sections and mitre drains along the entire road. Vehicle measurement of length was 12.0Km.



Sn	Road Name	Site Observations
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**Wakiso DLG:** Sections of Gobero – Magogo - Mwera road

2.	Kakiri - Buloba (13.5Km)	The entire road had been graded to shape and river training done in 2 swampy sections of about 200m. Gravelling and culvert installation were still underway in the swampy section at 9.8 – 10.1Km. The road required provision of culverts in some sections and mitre drains along the entire road. Vehicle measurement of length was 12.3Km.
3.	Nansana – Bira – Kireka road (6.7Km)	The road had been graded to formation and spot gravelled in selected sections of about 1.6Km including a section of 1Km which was planned for lime stabilisation and sealing. Heavy scouring of the side drains was observed in several sections of the road partly due to the fact that no mitre drains/ relief culverts had been provided along the entire road. The riding surface was however still in fair condition with the exception of the first 300m, which was rough. Vehicle measurement of length was 6.1Km.





**Wakiso DLG: Sections of Nansana – Bira - Kireka road**



**Wakiso DLG: Sections of Nansana – Bira - Kireka road**

**Figure 3.8: Photographs in Wakiso district**

### iii) Fuel Utilisation

Wakiso DLG implemented all the planned routine mechanised maintenance works using hired equipment at rates which were inclusive of fuel. It was therefore not assessed on the criteria for fuel utilisation<sup>16</sup>.

### iv) Mechanical Imprest Utilisation

Performance of the road maintenance programme under Wakiso DLG was assessed in respect to utilisation of the funds disbursed to the DUCAR agencies as mechanical imprest. This had been planned to be assessed from the point of view of absorption of the released funds, general status of the equipment relative to the complete inventory, stores management, record keeping and utilisation of the equipment. However due to lack of records the assessment could not be done on equipment utilisation and stores management.

<sup>17</sup> The assessment framework for utilization of fuel was based on routine mechanized maintenance works.



In FY 2016/17, Wakiso DLG had an annual budget of UGX 68.67 million under mechanical repairs and maintenance. Releases under mechanical imprest, as at the time of monitoring, amounted to UGX 40.345 million representing 58.7% of the annual budget. Total expenditures as at the time of monitoring was UGX 27.38 million, representing 67.9% absorption of the released funds. Table 3.82 shows the equipment inventory and expenditure on mechanical repairs. It can be seen that the repairs were on only 6 key equipment, however most of the equipment were in poor condition.

**Table 3.82: Wakiso DLG – Expenditure on Mechanical Repairs by Equipment, Q1-3 FY 2016/17**

SN	Equipment	Reg. No.	Make/Type	Condition	Cost of maintenance and repair (UGX)	Remarks
1	Grader	LG 0001 - 109	Changlin	Fair	4,894,714	Running
2	Grader	LG 0019 - 55	CAT 120H	Poor	-	requires engine overhaul
3	Grader	LG 0014 - 55	Fiat Kobelco	Poor	-	transmission problem
4	Traxcavator	LG 0015 - 55	Libber	Poor	-	grounded
5	Vibro roller	LG 0018 - 55	Komatsu	Fair	-	
6	Tipper	LG 0022 - 55	Mitsubishi	Good	-	
7	Tipper	LG 0020 - 55	Mitsubishi	Good	-	
8	Tipper	LG 0002 - 109	FAW	Poor	4,012,005	requires engine overhaul
9	Pickup	LG 0003 - 109	JMC	Fair	5,201,000	
10	Pickup	LG 0026 - 55	Toyota Hilux	Good	2,320,000	
11	Pickup	LG 0021 - 55	Mitsubishi L200	Good	9,330,260	
12	Pickup	UG 1227R	Mitsubishi L200	Poor	-	
13	Motorcycle	LG 0005 - 109	Jicheng	Poor	-	
14	Motorcycle	LG 0004 - 109	Jicheng	Poor	-	
15	Inspection costs				1,625,000	
Total					27,382,979	67.9% of Mechanical imprest releases

#### v) Emergency Funding

Emergency works that were funded under Wakiso DLG included provision and installation of culverts on community access roads in Kakungulu estate. As at the time of the monitoring field visit, a total of UGX 22.0 million had been released out of the UGX 53.9 million requested, representing 40.8% of the required works. Expenditure against the released funds stood at UGX 18.3 million, representing 83.2% absorption of the released funds. The implemented works were inspected during the monitoring field visit and the findings were as presented in Table 3.83.

**Table 3.83: Wakiso DLG - Site observations on emergency works, FY 2016/17**

Sn	Road Name	Site Observations
1	Community Access Roads in Kakungulu Estates	A total of 11 lines of 600mm diameter culverts each ranging from 8-10m long had been installed and culvert end structures provided on some of the culverts. Installation of some of the culverts was however not yet complete and some of the culverts had not been properly installed leading to washouts and full silting.



**Wakiso DLG:** Sections of Emergency works on Community Access Roads in Kakungulu Estate criteria of fuel utilisation.

#### i) Mainstreaming of Crosscutting Issues

The monitoring team was informed that the district mainstreamed environmental protection through reinstatement of gravel borrow pits and components of tree planting in works on some roads. Gender and equity issues were mainstreamed mainly during recruitment of road gangs and headmen, where female applicants are given affirmative action points to enable them compete better for the jobs. HIV/AIDS awareness was being mainstreamed through sensitisation of communities during site meetings.

#### ii) Implementation Challenges

Implementation challenges at the district included:

- Obsolete equipment, which was also inadequate for the works under the district and its sub-agencies;
- Inadequate funds for maintenance of the fleet of equipment under the district;
- High cost of gravel within the district given its proximity to Kampala city;
- Heavy and high volume of traffic on the district roads arising from its proximity to Kampala; and
- The huge number of town councils (9no.) and sub-counties (7no.) which the district was required to share equipment with and supervise as sub-agencies.

### 3.9.3 Wakiso Town Council Roads

Under URF funding, planned maintenance activities in FY2016/17 at the town council included periodic maintenance of 5.6Km<sup>17</sup>; routine mechanised maintenance of 8.2Km<sup>18</sup> and routine manual maintenance of 6.1Km<sup>19</sup>. All the works were planned to be done using force account in line with the prevailing policy guidelines. During the monitoring visit however, the monitoring team observed that the town council had changed their work plan but had not communicated the change to URF.

#### i) Financial Performance

At the time of the monitoring field visit done on 16th May 2017, Wakiso TC had received a total of UGX 167.822 million (57.8% of IPF), which along with the funds rolled over from FY 2015/16 gave total available funds of UGX 171.631 million. Total expenditure against available funds stood at UGX 110.285 million representing 65.7% of available funds. The breakdown of the expenditure included UGX 21.6 million (19.6% of total expenditure) expended on routine manual maintenance works; UGX 24.30 million (22% of total expenditure) expended on routine mechanised maintenance works; UGX 57.28 million (51.9% of total expenditure) expended on periodic maintenance works; and UGX 7.10 million (6.4% of total expenditure) expended on operations. There was no expenditure yet on mechanical repair of equipment under the town council. Quarterly remittances to the town council on average took 38.3 days from the dates of releases by URF. Table 3.84 shows the performance of releases to Wakiso TC as at the time of monitoring.

**Table 3.84: Performance of Releases to Wakiso TC, FY 2016/17**

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	19.4%	39.8%	61.8%		Cumulatively
Date of MFPED release	15-Jul-16	11-Oct-16	11-Jan-17		
% of annual Budget released by URF (Cumulatively)	19.4%	34.9%	59.0%		
Date of URF release	18-Aug-16	24-Nov-16	7-Feb-17		
% of annual Budget released from DLG to Wakiso TC	19.4%	34.2%	57.8%		
Date of release to works dept.	20-Sep-16	20-Dec-16	4-Apr-17		
Delay from start of quarter	81 days	80 days	93 days		84.7 Calendar days Av.
Delay from date of URF release	33 days	26 days	56 days		38.3 Calendar days Av.

<sup>18</sup> Mukabwe road (3.1Km); and Hoima road – Nakabutwa (2.5Km)

<sup>19</sup> Najjemba – Muwesi (1.1Km); Yowana – Muwesi (1.2Km); Kisumbiri – Wakiso Central – Gombe (1.2Km); Kimomongole (Ring road) – (1.5Km); Mpuga – Kkona – Wakiso Hqr (1.2Km); Hoima road – Nakabutwa (1.0Km); Gombe – Kitasa (1.0Km)

<sup>20</sup> Wakiso Central – District Hqr (1.2Km); Kisimbiri – Wakiso Central – Gombe (1.0Km); Mpuga – Kkona Wakiso TC Hqr (1.2Km); Sala – Kavumba (1.2Km); and Kona – Kavumba (1.5Km)

Approved Budget FY 2016/17 (UGX million)	Funds rolled over from FY 2015/16 (UGX million)	Receipts Q1-3 FY 2016/17 (UGX Million)	Available Funds Q1-3 FY 2016/17 (UGX Million)	Expenditure Q1-3 FY 2016/17 (UGX Million)	Absorption Q1-3 FY 2016/17 (%)
284.402	3.809	167.822	171.631	110.285	65.7%

## ii) Physical Performance

The town council had undertaken opening and widening of Mukabwe road, Nakasuga road, Kimomongole road and ring road in addition to the planned routine manual maintenance works. The monitoring team however noted that the town council was paying road gangs at rates varying from UGX 110,000/- to 250,000/- per month, which was in contravention of the force account guidelines issued by the Ministry of Works and Transport. The monitoring team visited the roads that were worked on and made the observations in Table 3.85.

**Table 3.85 : Wakiso TC - Site observations on works implemented under the FY 2016/17 work plan**

Sn	Road Name	Site Observations
1.	Kimomongole road (1.5Km)	Works done on the road included road opening and widening to about 9m width, grading of the road to shape, removal of trees and installation of 2no. 900mm diameter culverts lines. The road was however overgrown with grass across the shoulders in some sections. Vehicle measurement of road length was 0.8Km.



**Wakiso TC: Sections of Kimomongole road**

2.	Mukabwe road (3.1Km)	Works done on the road included road opening and widening to about 9m width, grading of the road to shape, removal of trees and installation of 2no. 600mm diameter culverts lines. The riding surface along the road was however still rough and the road was overgrown with grass across the shoulders in some sections. Vehicle measurement of road length was 1.2Km.
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Sn	Road Name	Site Observations
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**Wakiso TC: Sections of Mukabwe road**



**Wakiso TC: Sections of Mukabwe road**

3.	Nakasuga road in Kasengeje ward	Works done on the road included road opening and widening to about 10m width, grading of the road to shape and removal of trees. Vehicle measurement of road length was 1.1Km.
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**Wakiso TC: Sections of Nakasuga road**

### iii) Mechanical Imprest Utilisation

Performance of the road maintenance programme under Wakiso TC was assessed in respect to utilisation of the funds disbursed to the DUCAR agencies as mechanical imprest. This had been planned to be assessed from the point of view of absorption of the released funds, general status of the equipment relative to the complete inventory, stores management, record keeping and utilisation of the equipment. However due to lack of records the assessment could not be done on equipment utilisation and stores management.

In FY 2016/17, Wakiso TC had an annual budget of UGX 12.796 million under mechanical repairs and maintenance. Releases under mechanical imprest, as at the time of monitoring, amounted to UGX 4.964 million representing 38.8% of the annual budget. There was however no expenditure on mechanical repairs at the town council. Table 3.86 shows the equipment inventory and financial performance of the town council against funds released as mechanical imprest.

**Table 3.86: Wakiso TC – Expenditure on Mechanical Repairs by Equipment, Q1-3 FY 2016/17**

SN	Equipment	Make	Condition	Mech. Imprest Q1-3 FY 2016/17 (UGX)	Cost of maintenance and repair (UGX)	Remarks
1	Tipper	FAW	Fair	8,009,196	0.0	
2	Pickup	JMC	Fair		0.0	
<b>Total</b>				<b>8,009,196</b>	<b>0.0</b>	0% of releases under mechanical imprest was spent

#### iv) Emergency Funding

Wakiso TC did not receive any funding for emergency works and was therefore not assessed on this criteria.

#### v) Implementation Challenges

Implementation challenges identified in Wakiso TC included:

- Delays in receipt of funds at an average of 84.7 days from the start of each quarter and 38.3 days from the dates of release of funds by URF;
- Inadequate equipment and difficulty in accessing the district equipment for implementation of works using force account; and
- Land acquisition issues which made opening of roads problematic in some areas.

### 3.9.4 Kakiri Town Council Roads

Under URF funding, planned maintenance activities at the town council in FY 2016/17 included periodic maintenance of 3Km<sup>20</sup>; routine mechanised maintenance of 12.2Km<sup>21</sup> and routine manual maintenance of 20.2Km<sup>22</sup>. All the works were planned to be done using force account in line with the prevailing policy guidelines. During the monitoring visit however, the monitoring team observed that the town council had adjusted their annual work plan without informing URF, with some names and lengths changed.

<sup>21</sup> Lutakome – Church road (1.3Km); and Southern Bypass II (1.5Km)

<sup>22</sup> Kikubampanga – Lugeye – Busujja (4.8Km); Kaube – Nadangira (2.6Km); Nakyelonga – Bubwege (0.5Km); Brian lane (0.5Km); Bukalango – Kiwuma (4.5Km)

<sup>23</sup> Southern bypass I (2.3Km); Sebi – Kiteredde (1.9Km); Kaube I – Nadangira (2.6Km); Kaube II – Kiteredde (3.2Km); Kaube II – Kiteredde (2.0Km); Kalango – Kalagala (1.7Km); Kikubampanga – Lugeye – Busujja (4.8Km) and Bukalango – Kiwumu (4.5Km).

## i) Financial Performance

At the time of the monitoring field visit done on 16th and 26th May 2017, Kakiri TC had received a total of UGX 66.992 million (56.1% of IPF). Expenditures under the TC stood at UGX 39.055 million (58.3% absorption of received funds) of which UGX 2.95 million (7.6% of total expenditure) was expended on routine manual maintenance works; UGX 26.517 million (65.4% of total expenditure) expended on periodic maintenance works; UGX 3.658 million (9.4% of total expenditure) expended on operational expenses; and UGX 5.93 million (15.2% of total expenditure and 71.8% of releases for mechanical imprest) expended on equipment maintenance. Quarterly remittances to the town council on average took 31 days from the dates of releases by URF. Table 3.87 shows the performance of releases to Kakiri TC as at the time of monitoring.

**Table 3.87: Performance of Releases to Kakiri TC, FY 2016/17**

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	19.4%	39.8%	61.8%		Cumulatively
Date of MFPED release	15-Jul-16	11-Oct-16	11-Jan-17		
% of annual Budget released by URF (Cumulatively)	19.4%	34.9%	59.3%		
Date of URF release	18-Aug-16	24-Nov-16	7-Feb-17		
% of annual Budget released from DLG to Kakiri TC	19.4%	33.1%	56.1%		
Date of release to works dept.	20-Sep-16	20-Dec-16	13-Mar-17		
Delay from start of quarter	81 days	80 days	71 days		77.3 Calendar days Av.
Delay from date of URF release	33 days	26 days	34 days		31 Calendar days Av.

## ii) Physical Performance

As at the time of the monitoring field visit, the town council had undertaken routine manual maintenance works for a period of 5 months out of the 12-months planned; and periodic maintenance on the 2 roads totalling 2.8Km. The monitoring team visited the roads that were worked on by the town council and made the observations in Table 3.88.

**Table 3.88: Kakiri TC - Site observations on works implemented under the FY 2016/17 work plan**

Sn	Road Name	Site Observations
1.	Lutakome – Church road (1.3Km) , planned for periodic maintenance	Works that has been carried out on the road included: grading to shape and installation of 2no. Culverts in selected sections. The road had however not been compacted and was overgrown with grass across the shoulders in some sections.



Sn	Road Name	Site Observations
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***Kakiri TC: Sections of Lutakome road***

<p>2. Southern Bypass II (1.5Km), planned for periodic maintenance</p>	<p>Works that had been done on the road included road opening, shaping and culverts installation. Grass had however grown across the entire carriage was though it had been cut short by routine manual maintenance interventions. The road had a bottleneck at 0.1Km, which was impassable.</p>
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Sn	Road Name	Site Observations
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*Kakiri TC: Sections of Southern Bypass road*



*Kakiri TC: Sections of Southern Bypass road*

### iii) Mechanical Imprest Utilisation

Performance of the road maintenance programme under Kakiri TC was assessed in respect to utilisation of the funds disbursed to the DUCAR agencies as mechanical imprest. This had been planned to be assessed from the point of view of absorption of the released funds, general status of the equipment relative to the complete inventory, stores management, record keeping and utilisation of the equipment. However due to lack of records the assessment could not be done on equipment utilisation and stores management.

In FY 2016/17, Kakiri TC had an annual budget of UGX 12.796 million under mechanical repairs and maintenance. Releases under mechanical imprest, as at the time of monitoring, amounted to UGX 7.508 million representing 58.7% of the annual budget. Total expenditures as at the time of monitoring was UGX 5.39 million, representing 71.8% absorption of the released funds. Table 3.89 shows the equipment inventory and expenditure on mechanical repairs. It can be seen that the TC had only 2 equipment on which expenditure was based.



**Table 3.89: Kakiri TC – Expenditure on Mechanical Repairs by Equipment, Q1-3 FY 2016/17**

SN	Equipment	Make	Condition	Mech. Imprest Q1-3 FY 2016/17 (UGX)	Cost of maintenance and repair (UGX)	Remarks
1	Tipper	FAW	Fair	7,507,986	3,620,000	LG 0012 - 109
2	Pickup	JMC	Fair		1,770,000	LG 0011 - 109
<b>Total</b>				<b>7,507,986</b>	<b>5,390,000</b>	71.8% of releases under mechanical imprest was spent

**iv) Emergency Funding**

Kakiri TC did not receive any funding for emergency works and was therefore not assessed in this area.

**v) Implementation Challenges**

Implementation challenges identified in Kakiri TC included:

- Delays in receipt of funds at an average of 77.3 days from the start of each quarter and 31 days from the dates of release of funds by URF;
- Inadequate equipment and difficulty in accessing district equipment for implementation of works using force account;
- Inadequate funds for maintenance and repair of equipment;
- Low wage rates for road gangs, which rendered retention of the gangs difficult; and
- Lack of capacity building opportunities for technical staff in town councils, which was demotivating.

**3.9.5 Masulita Town Council Roads**

The monitoring team visited Masulita town council to assess the progress in implementation of the project for tarmacking of selected town roads under the URF Board Special Project. Under Masulita TC, the selected road under the project was Masulita Street (1.0Km). The following were the findings:

**i) Financial Performance**

At the time of the monitoring field visit done on 26th May 2017, Masulita TC had received a total of UGX 225 million (56.34% of planned project cost). The funds had been received in two financial years as UGX 175.0 million in FY 2015/16 and UGX 50.0 million in FY 2016/17. Expenditures against the received funds included UGX 23.8 million in designs for the road (10.6% of funds released); UGX 28.999 million (12.9% of total expenditure) expended on fuel; and UGX 171.993 million (76.5% of total expenditure) expended on materials.

A total of UGX 175.0 million was still outstanding in releases to enable completion of the works.

## ii) Physical Performance

The monitoring team visited the road that was undergoing tarmacking under the URF Board Special Project and made the observations in Table 3.90.

**Table 3.90: Masulita TC - Site observations on Tarmacking Project under the TC, FY 2016/17**

Sn	Road Name	Site Observations
1.	Masulita Street (1.0Km) undergoing tarmacking under the URF Board Special Project	Works that had been done on the road included clearing, widening to about 12m width, removal of trees, cut to spoil and shaping. Materials for surfacing of the road including stone chippings, cut-back and penetration grade bitumen had been procured and stocked. The works had however stalled pending release of additional funds for the works.



**Masulita TC:** Sections of the Tarmacking Project Road and Stocks of Materials Procured.

## iii) Implementation Challenges

Implementation challenges identified in Masulita TC included:

### i) Implementation Challenges

Implementation challenges identified in Masulita TC included:

- Delays in release of funds under the project, which had delayed implementation of works across 2 financial years; and
- The risk of loss of the stocked materials through damage of especially the bitumen given the prolonged period in which they had been left standing in the open.

### 3.9.6 Key Issues Wakiso DLG

The key issues from the findings in Wakiso DLG were as summarised in Table 3.91.

**Table 3.91: Key issues from findings in Wakiso DLG, FY 2016/17**

SN	Generic Findings		Agencies where found	Recommendations/ Strategies for improvement
	Finding	Risk/Effect		
•	Delays in receipt and transfer of funds	Failure to implement planned works	DLGs: Wakiso TCs: Wakiso, Kakiri	Improve timeliness of release of funds from URF and from the DAs to their Sub-agencies
•	Inadequate and unreliable equipment for force account works which compelled DAs and their sub-agencies to use expensive hired equipment	High unit cost of road maintenance	DLGs: Wakiso TCs: Wakiso, Kakiri,	Coordinate with MFPED, MoLG, MoWT to fast track the distribution of the new equipment, and establishment of the proposed zonal equipment centres
•	Low interface and technical guidance from the central government especially on force account operations	Poorly guided technical officers in DAs	DLGs: Wakiso TCs: Wakiso, Kakiri	Coordinate with MoWT to establish regular fora for interface with the DAs to ensure that they are sufficiently guided on operational issues concerning force account and road asset management
•	Lack of records on management of resources and daily outputs in the force account operations (fuel utilisation, daily production, equipment utilisation, stores etc)	Failure to provide accountability for funds and resources	DLGs: Wakiso TCs: Wakiso, Kakiri	Coordinate with MoWT to develop a force account manual to guide agencies and harmonise approach  Standard forms should be developed and disseminated to all LG DAs to guide them in required record keeping under force account.
•	Non-mainstreaming of crosscutting issues	Non-compliance with Government policy	TCs: Wakiso,	DA should be requested to seek guidance from Equal Opportunities Commission and MoWT
•	Inadequate allocations for mechanical repairs compared with planned works and equipment capacity	Poor maintenance/neglect of force account equipment	DLGs: Wakiso TCs: Wakiso, Kakiri	Rationalise allocations for mechanical repairs and coordinate with MoWT to issue guidelines on management of equipment for force account works.
•	Receipt of less funds than released for CAR i.e. UGX 159.2m was received vs UGX 246.8m released	Failure to implement planned works	Wakiso DLG	This needs to be followed up to establish source of discrepancy.
•	Lack of work plans for funded works in the new town councils	Difficulty in accountability and oversight	Wakiso DLG	DA should be required to provide the details of the funded works and to sign an addendum to the performance agreement

SN	Generic Findings		Agencies where found	Recommendations/ Strategies for improvement
	Finding	Risk/Effect		
•	Discrepancy between the works in the funded work plan and the works under implementation	Difficulty in accountability and oversight	Wakiso TC, Kakiri TC	DA should be cautioned and required to submit revised work plans reflecting the implemented works.
•	Non-remittance of withholding tax	Garnishing of road maintenance funds	DLGsWakiso TCs: Wakiso	DA should be cautioned and required to produce evidence of payment of withholding tax.
•	Routine manual maintenance implemented though road overseers at fixed unit rates rather than the road gangs with monthly wages	Contrary to force account guidelines	Wakiso DLG	DA should be cautioned and required to strictly conform to the force account guidelines or alternatively seek a waiver from MoWT
•	High payments to road gangs at 250,000/- per month compared to 100,000/- in the force account guidelines	Contrary to force account guidelines	Wakiso TC	DA should be cautioned and required to strictly conform to the force account guidelines
•	Slow release of funds for the Board project for tarmacking of selected town council roads, which risks expiry of the stocked bitumen	Loss of value for money	Masulita TC,	Prioritise release of funds for completion of the Board project for tarmacking of selected town council roads.

### 3.9.7 Performance Rating – Wakiso DLG

As shown in Table 3.92, the performance at Wakiso DLG was rated as generally fair at 53.9%. Physical performance was rated at 65.2% while the financial progress was rated at 42.6%.

Table 3.92 : Performance Rating of Wakiso DLG

Physical Performance									
	Annual Planned Quantity Q1-3 FY 2016/17 (km)	Cum. Planned Quantity Q1 -3 FY 2016/17 (km)	Cum. Achieved Quantity Q1- 3 FY 2016/17 (km)	Score (%)	Budget Q1-3 FY 2016/17 (UGX Million)	weight based on budget	Weighted Score (%)	Physical performa nce score	Remark
	(a)	(b)	( c)	d=(c/b*100%)	(e)	f=(e/h)	g=(f*d)	(i)	
RMM	977.6	733.2	351.3	47.9%	209.4	0.23	11.2%	65.2%	Fair
RMeM	179.0	134.3	129.8	96.7%	267.6	0.30	28.8%		
PM	21.8	21.8	11.7	53.7%	420.2	0.47	25.1%		
Total					897.2				
Financial Performance									
IPF FY 2016/17 (UGX Million)	Cum. Receipts Q1-3 FY 2016/17 (UGX Million)	Cum. Expendi ture Q1- 3 FY 2016/17 (UGX Million)	Absorpti on of releases (%)	Annual Planned works budget (UGX Million)	Cum. Receipts for planned works (UGX Million)	Cum. Expendi ture on achieve d works (UGX Million)	Propriety (%)	Financial Performa nce Score	Remark
(j)	(k)	(l)	(m) = (l/k*100%)	(n)	(o)	(p)	(q)= (p/o*100%)	( r) = (m+q)/2	
1270.56	745.52	312.11	41.9%	1,109.9	651.3	282.25	43.3%	42.6%	Fair
Performance Rating of Wakiso DLG								Average Score (%)	Dashboar d Colour
								53.9%	Fair

# 4.0 Key Issues, Risks and Recommended Actions



## 4.0 KEY ISSUES, RISKS AND RECOMMENDATIONS

### 4.1 National Roads

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

#### **Issues and Risks**

- i. Obsolete equipment with high breakdown rate/high maintenance costs and insufficient for the network size - *There is a risk of exorbitant costs for equipment hire leading to less maintenance works.*
- ii. Delayed supplies procurements occasioned by abolition of micro procurements at stations, prescription of a meagre UGX 50 million threshold for macro procurements at Regions, and tardiness in consolidation of requirements at regions - *There is a risk of delayed implementation of planned works and loss of funds to Treasury at the end of FY.*
- iii. Difficulties in acquisition of locally available materials like gravel, hardcore, sand, firewood etc. required for force account works due to rigid procurement law. The law prohibits direct purchase from material owners and this has resulted into bloated material prices quoted by providers, who are actually middle persons, and protracted lead times - *There is a risk of delayed implementation of planned works and loss of funds to Treasury at the end of FY.*
- iv. Stations overstretched maintaining roads whose contractors to undertake term maintenance and periodic maintenance were experiencing outrageous procurement delays. - *There is a risk of failure to undertake all the planned force account accounts.*
- v. Reallocation of road maintenance funds to capital works where road maintenance funds were being expended on widening roads - *There is a risk of failure to achieve annual planned road maintenance outputs.*
- vi. Stations overstretched maintaining roads whose contractors to undertake term maintenance and periodic maintenance were experiencing outrageous procurement delays - *There is a risk of failure to undertake all the planned force account works.*
- vii. Late downstream disbursement of funds leading to delays in implementation of works - *There is a risk of late implementation of works scheduled in the work plans.*

#### **Recommendations**

- i. UNRA should plan and improve the equipment capacity of stations in order to enhance efficiency and effectiveness.
- ii. UNRA should review procurement processes at stations to make them faster.
- iii. PPDA should issue a user-friendly force account guideline that allows PDEs to directly purchase locally available construction materials from material owners.

- iv. UNRA should devise strategies to expedite procurement of term and periodic maintenance contractors for Stations.
- v. UNRA should stop reallocation of road maintenance funds to capital projects. Funding for such schemes should be sought directly from MoFPED.
- vi. UNRA should devise strategies to expedite procurement of term and periodic maintenance contractors for Stations.
- vii. Improve timeliness in downstream disbursement of funds to stations.

## 4.2 **DUCAR network**

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

### **Issues and Risks**

- 1.0 Difficulty in attracting and retaining road gangs due to the low wage rate of UGX 100,000 per month per worker.  
*There is a risk of failure to effectively and efficiently implement the planned RMM works.*
- 2.0 Recovery of money spent on acquisition of tools from the meager wages of road gang members was a challenge.  
*There is a risk of attrition of road gangs as a result of being discouraged.*
- 3.0 Lack of voluntary community participation (bulungi bwansi) in basic road maintenance activities like removal of obstructions on the roads, grasscutting on the road sides, etc.  
*There is a risk of delayed maintenance.*
- 4.0 Outrageous delays in equipment repairs at the regional mechanical workshops. Equipment takes years in the regional mechanical workshops while purportedly undergoing major repairs.  
*There is a risk of discouraging LGs from using the regional mechanical workshops for major repairs.*
- 5.0 Obsolete equipment with high breakdown rate/high maintenance costs and insufficient for the network size.  
*There is a risk of exorbitant costs for equipment hire leading to less maintenance works.*
- 6.0 Inadequate staffing with some critical positions under the current force account Assistant

Engineering Officer-Mechanical, Road Inspectors, Road Overseers, Plant Operators, Mechanics, Stores Assistant etc. still vacant.

*There is a risk of losing money back to Treasury at FY ends due to a long turnaround for implementation of annual work plans.*

- 7.0 Non-mainstreaming of crosscutting issues, namely environmental protection, gender equity, and HIV/AIDS awareness.

*There is a risk of failure to conform to government policy.*

- 8.0 Growing scarcity of gravel for roadworks leading to long haulage distances.

*There is a risk of increasing unit cost of road maintenance.*

- 9.0 Huge advances to the district engineers for force account works.

*There is a risk of abuse of funds.*

- 10.0 Inconsistencies in Planning Figures between the work plans, performance agreements, and plans in quarterly reports.

*There is a risk of difficulty in accountability and oversight.*

- 11.0 Failure in implementation of routine manual maintenance as planned.

*There is a risk of quick deterioration of the condition of roads.*

- 12.0 Lack of records on management of resources and daily outputs in the force account operations (fuel utilisation, daily production, equipment utilisation, stores etc).

*There is a risk of failure to provide accountability for funds and resources.*

- 13.0 Low interface and technical guidance from the central government especially on force account operations.

*There is a risk of poorly guided technical officers in DAs.*

- 14.0 /Late downstream disbursement of funds leading to delays in implementation of works.

*There is a risk of failure to implement works as per the work plans.*

- 15.0 Planning for single seals on heavily trafficked roads.

*There is a risk of quick deterioration of condition of roads.*

16.o Non-remittance of withholding tax.

*There is a risk of garnishing of road maintenance funds.*

17.o Slow release of funds for the Board project for tarmacking of selected town council roads, which risks expiry of the stocked bitumen.

*There is a risk of loss of value for money.*

**Recommendations**

1. MoWT should issue the revised force account guidelines with enhanced wage rates for road gangs.
2. MoWT should issue revised Force Account Guidelines with revised relevant section therein. The tools should be provided entirely at the cost of the implementing agencies.
3. URF should develop a guideline for DAs on community-led road maintenance projects which involve communities in basic road maintenance activities on a self-help basis.
4. MoWT should pursue augmentation of the annual budget for regional mechanical workshops from the paltry UGX 4.3bn per FY to a substantial amount.
5. MoWT should expedite procurement of additional equipment from Japan to augment capacity of LGs to undertake roadworks.
6. MoLG should clarify on its plan for fully staffing the LGs so that this is factored in the URF disbursement plans. This will help to align disbursements to absorption capacities of LGs.
7. DAs should seek guidance from Equal Opportunities Commission and MoWT on mainstreaming of crosscutting issues.
8. URF to support DAs to roll out use of the several alternative road surfacing materials previously researched on.
9. DAs should strictly conform to the force account guidelines issued by MoWT.
10. URF to fast-track implementation of the RMMS to computerise checking and approval of work plans and filing of quarterly reports.
11. DAs should explain the perpetual neglect of routine manual maintenance and the whereabouts of funds released for the activity.
12. MoWT should develop a force account manual to guide agencies and harmonise approach.
13. URF to coordinate with MoWT to establish regular fora for interface with the DAs to ensure that they are sufficiently guided on operational issues concerning force account and road asset management.

14. LGs should ameliorate timeliness of downstream remittance of funds to end-user points.
15. DAs should ensure that double surface seals are provided on heavily trafficked roads where sealing works are planned in conformity with national standards.
16. DAs should produce evidence of payment of withholding tax.
17. URF to prioritise release of funds for completion of the Board project for tarmacking of selected town council roads.



# Annex

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## ANNEX 1: OFFICIALS MET DURING MONITORING

Institution	Position of Responsibility	Name	Contact
National Roads Maintenance Programme			
UNRA Mbarara	Station Manager	Jacob Asiimwe	0772 621214
	Road Maintenance Eng.	Festo Mawanda	0772 189211
	Road Maintenance Eng.	Brenda Komuhangi	0774 542800
	Station Accountant	Ronald Muhumuza	0700 873684
	Mechanical Supervisor	Francis Magezi	0772 846336
	Supplies Officer	Gershon Ahimbisibwe	0701 332000
UNRA Mpigi	Station Manager	Kalembe Lydia	
	Maintenance Engineer	Tumuhimbise Conald	
	Maintenance Engineer	Gaboine Anthony	
	Maintenance Engineer	Bwambale Tom`	
	Manager Accounts	Ouma Arthur	
	Supplies Officer	Ezra Mutungyi	
	Mechanical Supervisor	Mugoya Umar	
	Mechanical Supervisor	Mudangha Davis	
	Maintenance Technician	Ikaaba Peter	
	Maintenance Technician	Ocaya Solomon	
	Maintenance Technician	Obero Walter	
	Maintenance Technician	Muguma Simpson	
	Mechanic	Mayende Godfrey	
District, Urban and Community Access Roads Maintenance Programme			
Rukungiri DLG	Ag. District Engineer	Julius Bagira	0700 216398
	SAEO	Denis Twesigomwe	0782 846155
	Road Inspector	Karuhanga Nicholas R.	0774 152381
Mitooma DLG	Ag. CAO / DNRO	Baguma Naboth	0772 553072
	Ag. District Engineer	Tumwebaze John Baptist	0773 224845
Rubanda DLG	Ag. CAO	Edith Turyasasirwa	0772 557234
	Ag. District Engineer	Zungu Norbert Nshuti	0702 919153
	Sen. Accounts Assistant	Tumwesigye Elly	0772 874645
Mbarara MC	PXE	Silver Byarugaba	0772 604095 0702 425055
	SAEO	Sebastian Baryaija	0772 572099 0702 603874
	AEO	Aggrey Atukwasa	0772 397725 0702 397725
Kira MC	Mayor	Mutebi Julius	
	Town Clerk	Ocen Ambrose	
	Senior Engineer	Joloba James	
	Principal Treasurer	Muwanga Godfrey	
	Road Inspector	Kunya Paul	

Institution	Position of Responsibility	Name	Contact
Wakiso DLG	District Engineer	Mwesigwa Samuel Ddamulira	
	Asst. Engineering Officer	Mudali Tom Felix	
	Asst. Eng. Officer Mechanical	Lubowa Aaron	
	Senior Accts Asst.	Sentongo Henry	
	CFO	Sekandi Edward	
	Town Clerk, Wakiso TC	Dr. Haji Cox Sempebwa	
	Asst. Eng. Officer Wakiso TC	Nsamba Richard	
	Town Engineer, Kakiri TC	Kubeera James	
	Town Treasurer Kakiri TC	Nambi Alizik	
	Ag. Town Clerk, Masulita TC	Nabakibi Caroline	
	Asst. Eng. Officer, Masulita TC	Kakembo Faseh	
	Head Finance, Masulita TC	Ndiwalana Mubiru	
Luwero DLG	CAO	Gakwandi Eustace	
	Ag. District Engineer	Serwambala Ivan	
	Snr. Accts. Asst.	Kizza Rebecca	
	Town Engineer, Luwero TC	Butegeine Bams Godfrey	
	Town Treasurer, Luwero TC	Kakooza Isaac	
Kyankwanzi DLG	CAO	Elizabeth Namanda	
	D/CAO	Sebandeke Richard	
	Ag. District Engineer	Gamubaka Fred Cedric	
	Supervisor of Works	Makamba Jackson	
	Mechanical Engineer	Mugalu Wilberforce	
	CFO	Kamba George	
	Road Inspector	Bazira Peter	
	Principal Township Officer, Butemba TC	Mulira Edward Sentongo	
	Town Treasurer, Butemba TC	Kabasala Paul	
	Asst. Engineering Officer, Butemba TC	Kimuli Patrick	
	Town Clerk, Ntwetwe TC	Nankindu Betty	
	Town Engineer, Ntwetwe TC	Seruwu Francis	
	HRO, Ntwetwe TC	Nabwami Sumaya	



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