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# **UGANDA ROAD FUND BUDGETING AND OPERATIONAL GUIDELINES**

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*Budgeting & Operational Guidelines for Designated Agencies  
in FY 2020/21*

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## ROAD MAINTENANCE BUDGETING AND OPERATIONAL GUIDELINES-FY 2020/21

### Budgeting and operational guidelines to Designated Agencies for FY 2020/21

#### Introduction

#### Purpose of the guidelines

- 1.0 The guidelines contained in this framework serve to:
  - a. Communicate the resources envelop for maintenance of various road categories and related functions carried out by designated agencies and sub agencies in the management of public roads;
  - b. Communicate planning, budgeting and operational guidelines to designated agencies for implementation of road maintenance programme in the year; and
  - c. Request for finalization of annual road maintenance programmes from DAs for input into the Annual Road Maintenance Plan and associated expenditure programme of the Fund.
  
- 2.0 The road fund budgeting and operational guidelines communicate final road maintenance planning and operational framework to guide designated agencies in FY 2020/21. The URF allocation for FY 2020/21 is UGX 512.175bn which is an increment of UGX 63.343bn equivalent to 14.11% when compared with FY 2019/20 funding levels.
  
- 3.0 The funding will support the implementation of the **2<sup>nd</sup> year component of the new URF 5- year Road Maintenance Financing Strategic Plan**. The planned targets for the national roads network pegged to the enhanced maintenance resources are shown in Table 1.0 below. Other planned expenditures during the year will cover operational costs of UNRA and internal administrative costs of URF.

**Table 1.0 showing planned outputs for FY 2020/21 vs FY 2019/20**

S/N	Intervention	FY 2019/20	FY 2020/21	%age Change
<b>National roads</b>				
1.	Routine Manual-Paved	4,049	4,049	-
2.	Routine Manual-Un paved	14,899	11,919	(20.01)
3.	Routine Mechanised Paved	606	639	5.45
4.	Routine Mechanised un paved	4,237	4,883	15.25
5.	Term Maintenance-paved	794	1,105	39.17

S/N	Intervention	FY 2019/20	FY 2020/21	%age Change
6.	Term Maintenance-unpaved	4,049	4,494	10.99
7.	Periodic M'tenance paved	33	61.4	86.06
8.	Periodic M'tenance un paved	171	477	178.95
9.	Bridges Routine Maintenance	324	324	-
10	Ferries operations	9	9	-
11.	Weigh bridges	10 fixed, 10 mobile	10 fixed, 10 mobile	-
<b>Kampala City roads</b>				
10.	Routine Manual/Mechanised Paved <sup>5</sup>	152	426	180.27
11.	Routine Manual/Mechanised un paved	355	453	27.61
12.	Periodic M'tenance- paved	0.76	4	426.32
13.	Periodic M'tenance- un paved	-	-	-
<b>District roads</b>				
14.	Routine Manual M'tenance	27,508	27,508	-
15.	Routine Mechanised M'tenance	10,538	14,435	36.98
16.	Periodic M'tenance	2,996	4,103	36.95
<b>Municipal roads</b>				
17.	Routine Manual M'tenance	2,237	2,237	-
18.	Routine Mechanised M'tenance	1,107	1,517	37.04
19.	Periodic M'tenance	457	626	36.98

4.0 Table 1.0 above shows an increment in the planned outputs of FY 2020/21 when compared to FY 2019/20 which can be attributed to the increased funding . The above targets will be delivered by two authorities i.e. UNRA &

KCCA, 134 Districts, 7 new cities, 34 municipalities collectively known as designated agencies and 227 Town councils and 1,185 sub counties all known as sub agencies. Force account remains the preferred delivery approach for DUCAR roads. A mix of force accounts and contracting shall be applied by the two authorities to deliver their programs.

- 5.0 In FY 2020/21, maintenance of public roads shall continue to be financed from appropriations by Parliament via the consolidated fund. Allocations for the available funding has been based on the existing budget allocation formulae that gives effect to section 22 (2) of the URF Act, 2008. While the central allocation done by URF is to provide planning ceilings to various categories of DAs, the internal allocations to individual programs for road schemes are done by the agencies themselves.
- 6.0 The allocation factors considered central stage at URF include the conditions of the public roads, maintenance requirements, and length of the road network and the relevant volume of traffic for each agency. Equity concerns have been considered to the extent possible in the formula.
- 7.0 The results of the global funds allocation are as shown in Table 2.0 below:

**Table 2.0: FY 2020/21 global allocation per network category**

S/N	Road category			FY 2020/21 budget (UGX)			Remarks
	Name	Size (km)	%age	Amount (bn)	% age of Total	%age change over FY 19/20	
1.0	National	20,571	15%	310.28	60.58	14.92	For maintenance of national roads
2.0	KCCA	2,103	2%	25.551	4.99	14.14	For maintenance of capital city roads
3.0	7 cities	58.307	18.937	7.590	1.48	16.61	For maintenance roads of 7 new cities.
3.0	District	34,381	25%	58.171	11.36	(0.23)	For maintenance of roads in 134 districts
4.0	Municipals	3,198	2%	21.310	4.16	12.53	For maintenance of roads in 34 MCs
5.0	Town	9,530	7%	23.954	4.68	(0.14)	For maintenance of

S/N	Road category			FY 2020/21 budget (UGX)			Remarks
	Name	Size (km)	%age	Amount (bn)	% age of Total	%age change over FY 19/20	
	councils						roads in 227 TCs
6.0	CARs	68,933	50%	13.215	2.58	1.68	For maintenance of roads in 1,185 s/counties
	<b>Total</b>	<b>138,716</b>	<b>100%</b>	<b>470.129</b>	<b>91.791</b>	<b>13.80</b>	

- 8.0 Planned targeted interventions on the DUCAR network include UGX 14.992bn for extended periodic maintenance of selected roads in Town Councils; UGX 10.000bn for emergency/special interventions and 1.456bn for distressed areas to handle maintenance works in distressed areas (difficult terrain/lake realm areas).
- 9.0 When allocating and prioritizing funds for various categories of programs and individual road schemes, designated agencies should take into account factors mentioned in section 22 (2) of the URF Act, 2008 and referred to in section 6.0 above that include the conditions of the public roads, maintenance requirements, and length of the road network and the relevant volume of traffic for each agency.
- 10.0 In the year, agencies should ensure to provide timely reporting and accountability for the funds provided. Agencies that will fail to submit timely and satisfactory accountabilities risk losing out on quarterly disbursements and names of the accounting officers submitted to MoLG and OPM for further action for DUCAR agencies. The oversight roles of DRCs should be strengthened while URF commissioned audit and M&E should be supported and facilitated with correct and timely information.
- 11.0 Cross referencing documents to these guidelines include:
- Uganda Road Fund Act 2008 and related instruments such as the Five Year Road Maintenance Strategic Plan (2014/15 to 2018/19);
  - The One Year Road Maintenance Plan (OYRMP) and the Associated Expenditure Program (AREP) of the Fund for the planning year (2019/20);
  - Circular issued by Ministry of Finance, Planning and Economic Development ref No. BPD 86/268/06 dated 8<sup>th</sup> June 2018.
  - The Second Budget Call Circular (BCC) for FY 2020/21 issued by Ministry of Finance, Planning and Economic Development ref No. BPD 86/107/02 dated 15<sup>th</sup> February 2018

- e) The URF Programming and related Manuals (available on URF website: [www.roadfund.ug](http://www.roadfund.ug));
- f) Force accounts guidelines issued by MoWT in August, 2017;
- g) Public Finance Management Act, 2015;
- h) PPDA regulations, 2014;
- i) UNRA Act, 2006;
- j) KCCA Act, 2010;
- k) Local Government Act 1997.

### Road Maintenance Resources for FY 2020/21

- 12.0 The FY 2020/21 budget for maintenance of public roads is UGX 512.175bn which is an increment of UGX 63. 343bn when compared with FY 2019/20 funding levels.
- 13.0 The available MTEF ceiling of 512.175bn is globally allocated amongst designated agencies as outlined in Table 3.0 overleaf.

**Table 3.0: Global allocation of road maintenance funds for FY 2020/21**

No.	Programme Item	Proposed FY 2020/21		Remarks/Purpose of Release
		Amount (US\$ bn)	% of Total	
1	Maintenance of National roads (by Uganda National Road Authority)	296.737	57.94%	To finance national road maintenance whose scope, include routine and periodic maintenance works, bridges, ferries, axle load control, road safety and related services.
		13.548	1.99%	Operational expenses of UNRA as allowed in section 22 - 1 (c) of URF Act 2008.
<b>Total for maintenance of National Roads</b>		<b>310.285</b>	<b>60.58%</b>	<b>To maintain an expanded network of approximately 21,000km.</b>
2	Maintenance of City Roads (by Kampala Capital City Authority)	25.551	4.99%	Routine and periodic maintenance of the Capital City Road Network including street lighting, road safety and other related services.
<b>Total for maintenance of Capital City Roads</b>		<b>25.551</b>	<b>4.99%</b>	<b>To maintain a network of approximately 2,200 km.</b>
3	<b>Total maintenance for 7 new cities</b>	<b>7.590</b>	<b>1.48%</b>	<b>To maintain the network in 7 new cities</b>

No.	Programme Item	Proposed FY 2020/21		Remarks/Purpose of Release
		Amount (US\$ bn)	% of Total	
4.	Total maintenance for Kampala Metropolitan agencies	10.050	1.96%	Allocation to six agencies in Kampala metropolitan area (Nansaana MC, Kira MC, Entebbe MC, Mukono MC, Makindye Sabagabbo MC and Wakiso DLG including affirmative action of UGX 4,592bn.
5.	Maintenance of District, Urban and Community Access Roads (DUCAR)	53.513	10.45%	Routine and periodic maintenance of District Roads (134 No. Districts). Scope of works include manual, mechanized, periodic - gravelling, bridges and culvert installation.
		13.215	2.58%	Removal of bottlenecks on Community Access Roads covering 1,185 sub-counties).
		23.954	4.68%	Maintenance of Town Councils roads (in 227 TCs). Scope of works include manual, mechanized, periodic and bridge repairs.
		15.918	3.11%	Routine and periodic maintenance of Municipality roads (34No. municipalities). Scope of works include manual, mechanized, periodic, bridge repairs.
	Total for RM and PM of DUCAR network	116.652	22.78%	<b>Routine and Periodic Maintenance of DUCAR network</b>
	Extended PM Town councils	14.992	2.93%	Extended PM of roads in selected Town councils (21No.)
	Special intervention Fund on DUCAR Network	10.000	1.95%	Special interventions on the DUCAR road network
	Affirmative action for distressed areas in terms of terrain, lake realm areas, islands,	1.456	0.28%	To handle maintenance works in distressed areas (difficult terrain/lake realm areas) e.g. Buhweju DLG, Kalangala DLG,



No.	Programme Item	Proposed FY 2020/21		Remarks/Purpose of Release
		Amount (US\$ bn)	% of Total	
	topography			Kapchorwa, etc.
<b>Total for DUCAR Network Maintenance</b>		<b>143.100</b>	<b>27.94%</b>	<b>Routine and periodic maintenance of DUCAR network and special interventions</b>
<b>Total for DUCAR, KCCA and 7 new cities Network Maintenance</b>		<b>176.242</b>	<b>34.41%</b>	<b>Routine and periodic maintenance of DUCAR, KCCA, 7 new cities network and special interventions</b>
6	<b>Total Roads Maintenance</b>	<b>486.527</b>	<b>94.99%</b>	<b>Routine and periodic maintenance of National and DUCAR road network</b>
7	URF/PPDA	15.890	3.10%	Construction of URF/PPDA House
8	Strengthening capacity of URF	0.500	0.10%	To strengthen internal capacity of URF secretariat.
9	Items administered by the Secretariat	9.258	1.81%	Administrative expenses of the URF Secretariat.
<b>Total for URF Secretariat</b>		<b>9.758</b>	<b>1.91%</b>	
<b>Grand Total</b>		<b>512.175</b>	<b>100%</b>	<b>All funds from consolidated fund via vote 118.</b>

14.0 Quarterly disbursements shall be made to designated agencies in line with agreed annual programs and cash flow subjected to submission of timely accountability. Results shall be monitored and audited against key performance indicators (KPI). These indicators are built into the Joint Assessment Framework (JAF) of Transport sector agreed between Government and the Development Partners.

### **FY 2020/21 targets linked to the URF 5 – Year Road Maintenance Financing Strategic Plan**

#### **15.0 5-year targets**

The URF 5-Year Road Maintenance Financing Strategic Plan is aligned to the National Development Plan II by focusing on objective (c) Improving stock and quality of economic infrastructure through a variety of interventions, including:

- a) Improving the conditions of national roads in fair to good from 60% to 85%;

- b) Improvement of road safety and axle load control on the national network;
- c) Operation and maintenance of ferries.

The plan which will be in its second year of implementation from base year 2019/20 to FY 2023/24 has routinely been implemented through the Funds annual road maintenance and expenditure plan.

The FY 2020/21 targets are linked to the strategies for achieving the targets set out in the 5YRMP.

The strategies for achieving the targets are listed below:

- Routine manual maintenance to cover all national, KCCA, district, town council, and municipal council roads, paved and unpaved, over the whole of the plan period. This work is essentially off-carriageway and includes grass cutting, removal of drainage obstacles and drain repairs;
- Undertake carriageway repairs and preservation activities on 100% of UNRA's paved roads through a mix of mechanized routine maintenance and term maintenance, throughout the plan period;
- Undertake carriageway repairs and preservation activities on 100% of UNRA's unpaved roads through a mix of mechanized routine maintenance and term maintenance, throughout the plan period;
- Increase the number of kilometres of UNRA's paved roads undergoing periodic maintenance from 170km in the first year of the plan, to 317km in the final year of the Plan. This would be equivalent to reducing the intervention period from once every 26 years to once every 12 years;
- Increase the number of kilometres of UNRA's unpaved roads undergoing periodic maintenance to 2,000 km in each year of the plan;
- Increase the number of kilometres of district and town council roads undergoing periodic maintenance from 3,480km in the first year of the plan, to 6,000km in the final year of the plan, and the number of kilometres subject to mechanized maintenance to 32,000km in the final year;
- Increase the number of kilometres of municipal council roads undergoing periodic maintenance from 412 km in 2019/20, to 458 km in the final year of the plan, and the number of kilometres subject to mechanised maintenance to 1,700km in the final year;
- Increase the number of kilometres of KCCA roads undergoing periodic maintenance from 16 km in the first year of the plan, to 28 km in the final year of the plan;
- Increase the kilometres of CARs undergoing interventions to 7,500 by the final year of the plan.

## 16.0 FY 2020/21 targets and resources

The FY 2020/21 targets and the required resources are shown in Table 4.0 below.

**Table 4.0 FY 2020/21 estimated targets and available resources:**

S/ N	Work category	National Roads (kms)		City Roads (kms)		District/TC Roads (kms)	Municipal Roads (kms)
		Paved	Unpaved	Paved	Unpaved	Paved/Unpaved	Paved/Unpaved
1	RMM (km)	4,049	11,919	426	453	27,508	2,237
2	RMechM (km)	639	4,883	426	453	14,435	11,517
3.	Term (km)	1,105	4,494	-	-	-	-
3	PM (km)	61	477	4	-	4,103	626
4	Bridges (nos)	324		-	-	19	2
5	Ferries (nos)	9		-	-	-	-
6	Axle load control (nos)	10 fixed and 10 mobile		-	-	-	-
7	Culverts (Lines)					4,868	556
<b>UGX (billions)</b>		<b>310.285</b>		<b>25.551</b>		<b>95.34</b>	<b>28.90</b>

## Planning Principles

### 17.0 Objectives of Road Maintenance

There are three objectives, namely:

- i) To retain highway safety standards at a level consistent with usage. Timely maintenance sustains the quality and safety of a road in a condition close to original design and minimizes user costs. This will help keep roads open and enable greater regularity, punctuality and safety including road transport services.
- ii) To preserve structural integrity throughout the pavement design life. This scenario prolongs road life and postpones the time when renewal will be required.
- iii) Minimizes vehicle operating costs. It reduces the cost of operating vehicles on roads.

#### 18.0 **Planning of Road Maintenance**

All agencies shall be required to plan for road maintenance to ensure an optimum use of available resources to ensure value for money.

In order to be able to set targets, agencies should base on the following:

- i) Technical standards set in the MOWT General Specifications for Road and Bridge Works, January 2005; Road Maintenance management manual, January 2010; Road Maintenance Specifications, January 2010, Revised Force Account Guidelines, August 2017; District Road Works Manuals;
- ii) Quality standards set by the sector i.e. Minimum subgrade compaction requirement is 95% AASHTO MDD (source: MOWT Road Design Manual, Volume 3: Pavement Design, Part I: Flexible pavements, 2010);
- iii) Quantity/productivity rates dictated by availability of labour, equipment, materials and funds;
- iv) Quantity and complexity of work to be achieved (removal of rock outcrops, etc.); and
- v) Resources required for serious types of road works interventions.

#### 19.0 **Road/Structures Inventory and Condition Survey**

In order to properly set targets for specific agencies managing the various network types, it is a requirement for agencies to undertake road inventory and condition surveys and provide data to URF.

### **19.1 Road Inventory**

The road inventory shall provide a detailed record of the road network (List all features of a road). Data recorded in a road inventory form shall be obtained by:

- i) Measuring the size and extent of road asset;
- ii) Identifying locations of culverts, bridges, road furniture and other key assets on the road network; and
- iii) Determining the size or scope of infrastructure to be maintained.

The information that shall be collected include road geometry (flat, rise or fall); Type of surface and construction; Pavement (type, thickness, age); Cross section (width of carriageway, shoulders width and type, ditches dimensions); Structures (culverts, bridges, other structures); Road furniture (road signs, guard rails); Junctions (location and type); Alignment (horizontal and vertical); Land use (soil type, towns, farm lands, forests); Traffic; and maintenance intervention on the road under review (history, present and future). Typical forms capturing inventory data include: diagrammatic and strip maps; tabulated structured forms (see annex 1); and indexing systems.

### **19.2 Road Condition Survey**

Road Condition Survey data shall be assembled through **assessment of** the roads routinely using clearly defined indicators.

The condition survey should assess the general condition of the road network; identify critical sections in terms of percent of surface area, depth of damage, thickness, type, extent and severity of damage; diagnose defect causes; and determine the maintenance needs of road network. This will enable preparation of detailed operation plans for routine and periodic maintenance. Typical condition assessment forms for roads and important structures is enclosed as annex 1.

### **19.3 Bridge Inventory and condition survey**

An inventory and condition survey of the bridges on the agency road network shall be carried out on annual basis using the template in Annex 5. The bridge inventory and condition assessment report will be submitted to URF as part of the agency annual workplan for FY 2020/21.

From the inventory and condition survey reports, the following shall be determined: the size or scope of the infrastructure; condition of the assets;

the maintenance needs of the road network; and the quantity of works (length, width, thickness) to be executed.

The road/structures inventory and condition survey report shall form part of the submission to URF of the Annual Road Maintenance Programme for FY 2020/21. The road maintenance needs assessment report shall include road inventory, road condition survey data and traffic data.

#### 19.4 Costing of road works

From the quantities of works to be executed as determined in 19.1 above, the costs required for a typical 2km of road section identified for periodic maintenance – gravelling is as follows: Using a typical unit rate of gravelling of UGX 27,000,000/= per km. The budget for the planned work shall be calculated as below:

$$\begin{aligned} \text{Budget} &= [\text{Quantity of planned work}] \times [\text{Unit rate of gravelling}] \\ &= 2 \times 27,000,000/ = \text{UGX } 54,000,000/= . \end{aligned}$$

Agencies should budget for inventory/road condition assessment separately from the 4.5% operational expenses budget line as guided by URF. The forms for collection of the data are enclosed as **Annex 1**. The Fund shall undertake regular road data verification during the FY.

- 20.0 **Ideal Maintenance requirements: All DAs should** submit their ideal maintenance requirements per intervention under the unconstrained budget scenario.
- 21.0 **Preparation of Road Maintenance Plans:** All DAs should complete preparation of their Annual Road Maintenance Programmes prioritized within the available budget and for the allowed works. The details shall include work quantity, type and amounts allocated for each road and facilities. The template of the planning forms (enclosed in **Annex 2**) to be filled should be submitted to the Fund in line with section 23 (1) of the Act by **31<sup>st</sup> Jan 2020**. The Plans should be accompanied by a DRC approval minute in case of Local Governments, Board approval minute in case of UNRA and Council approval minute in case of KCCA.
- 22.0 **Guiding maintenance Policy for agencies during FY 2020/21**

In line with standard practice, while cognizant of the inadequacy of maintenance funding vs needs, maintenance plans and programs in the year shall be drawn and implemented within the following policy guidelines;

- a) Works on DUCAR network shall be implemented by Force Account (FA) while a mix of FA and contracting is allowed on national and

city roads. The guidelines for FA have already been issued by MoWT to all DAs. Attached in **Annex 4** are the Force Account planning and reporting tables to be used during the FY 2020/21;

- b) Routine maintenance should be applied to maintainable road sections not undergoing periodic maintenance or other interventions;
- c) Periodic maintenance should be applied to roads and sections that last underwent periodic maintenance not less than four years ago (gravel roads) or 7 years (paved roads) or for a paved road with roughness in excess of 3.5 IRI.
- d) First call on funds should be carried over projects from FY 2019-20;
- e) Road safety and Axle load control on the national network should be enforced;
- f) For national roads comprising of 4,293km paved and 16,278km unpaved, operational expenses should not exceed UGX 13.55bn to be expended on items already agreed upon between the two Boards;
- g) UNRA station Engineers should participate in the DRC meetings of administrative districts under their stations;
- h) For city roads, priority should be given to routine maintenance and pothole elimination on key city routes;
- i) For city roads comprising of 578km paved and 1,525km unpaved, drainage maintenance and storm water management should be prioritized;
- j) Road formation camber and drainage should be enhanced and rendered operational to ensure a well-drained road network;
- k) For district roads, priority should be given to maintenance of roads connecting to UNRA roads;
- l) For district roads comprising of 34,381km unpaved, priority should be given to maintenance of roads connecting to UNRA roads;
- m) For urban roads comprising of 383km paved & 2,815km unpaved in municipalities and 140km paved & 9,390km unpaved, priority should be given to maintenance of roads connecting to district roads;
- n) For community access estimated at 68,933km unpaved roads, priority should be given to removal of bottlenecks.
- o) **For CARs, as much work should be delivered through Bulungi bwansi.**

### ***Prioritization of the Routine Maintenance Activities***

Table o-1 shows the priorities for routine maintenance activities. The highest priorities are those that will preserve the road for relatively low inputs. The lowest priorities are those tasks which require high inputs but do not prolong the life of the road significantly.

Table o-1 Ranking and Timing of Manual Routine Maintenance Activities

Season	Priority	Description
<b>Before rains</b>	1	clean culverts and drifts
	2	clean mitre drains
	3	clean road side drains
	4	repair side drain erosion and scour checks
<b>During rains</b>	1	inspect and remove obstacles
	2	clean culverts and drifts
	3	clean mitre drains
	4	clean road side drains
	5	repair road side drain erosion and
	6	repair scour checks
<b>End of rains</b>	1	repair erosion on shoulders, on slopes and in drains
	2	reinstate scour checks
	3	fill potholes and ruts in carriage way
	5	cut grass
<b>Dry season</b>	1	repair structures
	2	clear bush

*Source: District road works technical manuals: Volume 4 Manual A: Part2, May 2004*

### 23.0 Agency capacity

All Annual Road Maintenance Programmes shall be accompanied by details of Force Account equipment and staffing returns in the Agency. The details for equipment should include type, registration number, quantity, condition of all serviceable equipment owned by the Agency. Status report on plant/equipment from District should include town council equipment as well. The forms to be used in compilation of this inventory are enclosed as **Annex 3**. The details for staffing should include number and description of staff in the established works department structure vs number of filled positions there in.

### 24.0 Procurement plans

Procurements planned for the FY 2020/21 shall be according to a procurement plan drawn and agreed with the Fund at time of submission of road maintenance plans for collation. This is a requirement within the final Budget Call Circular of MoFPED and is ably guided in PPDA procedures.

### 25.0 Extended Periodic Maintenance of Town Councils Roads

The allocation to this project in FY 2020/21 is UGX 14.992bn for extended PM of selected roads Town councils. The delivery approach shall be by Force Account.



- 26.0 Removal of bottlenecks on Community Access Roads (CARs)**  
In FY 2020/21, UGX 13.215bn has been provided for maintenance of CARs. The funds are specifically for routine manual/mechanised maintenance, removal of bottlenecks including activities such as culverts installation and spot improvements in 134 Designated Local Governments covering 1,185 sub-counties.
- 27.0 Emergency/Special Interventions**  
In FY 2020/21, UGX 10.000bn has been allocated to address emergencies/special interventions on the DUCAR network. Selection of beneficiary agencies will be in accordance with criteria approved by Board which takes into account the cause, extent & effect of damage and topography of affected area. The detailed criteria are attached as **Annex 6**.
- 28.0 Mechanical Imprest**  
In FY 2020/21, designated agencies should plan and budget for mechanical imprest (based on their needs) and training of operators and drivers up to a maximum **15%** of their declared IPF. The mechanical imprest funds are to handle light maintenance and repairs of both new and old District/ Town Council road equipment. Such services should be obtained from MoWT workshops or competitively procured following PPDA guidelines. Accountability should be included within the quarterly physical and financial accountability and equipment productivity reports.  
  
Major repairs (such as engine overhaul, replacement of major parts, etc) should be undertaken at the Regional Mechanical Workshops of Bugembe, Mbarara and Gulu. Ministry of Works and Transport has made provisions for these facilities.  
  
MoWT shall announce training opportunities during the FY and agencies shall use part of the 15% to facilitate the training of operators and drivers of their road equipment.
- 29.0 Distressed areas like mountainous and low-lying areas**  
URF has made a provision of UGX 1.456bn for gravely distressed areas on the DUCAR network. These include among others difficult/hilly terrain areas, lake basin/low lying areas and islands. The beneficiary's DAs will be identified and the allocation made based on a criteria approved by the Board.
- 30.0 Road Safety**  
Designated agencies should allocate up to a maximum of 3% of their road maintenance budget towards road safety activities. The qualifying works include installation of road furniture, lane marking, speed humps, facilities

for non-motorised users, zebra crossings, community awareness & sensitisation.

### 31.0 Categories of DUCAR road works:

In line with the policy of government to mainstream Force Account as a main road works delivery approach, the various categories of work in DUCAR shall be executed as follows:

- a) Routine manual maintenance shall be by gangs under the marked line system premised on each worker maintaining 2km of gravel road or four workers maintaining 1km of urban tarmac road per month. The maximum wages payable to each road gang worker will be UGX 150,000 per month for District Local Governments and UGX 200,000 for Urban Local Governments, islands and cattle corridors as per the **MoWT revised Force Account Guidelines, Aug-2017**. You should note that this category of workers are **NOT** entitled to Gratuity and NSSF.

For gravel roads, each gang shall comprise of 10 workers who will work under a headman and maintain a 20km road section. A road overseer shall supervise 5 headmen each responsible for one gang and thus oversee maintenance of length of roads not exceeding 100km.

- b) Routine mechanized maintenance shall be by Force Account using owned or hired equipment. Most local governments received pieces of equipment for the purpose from the lot imported from China in 2011 and from Japan in 2017.
- c) Periodic maintenance shall be by own equipment (where available) or by regional units from MoWT paid for by each DA on needs basis.
- d) Bottleneck removal on Community Access Roads (CARs) shall be by force account using existing district equipment. Local authorities are further encouraged to use community efforts to carryout routine manual maintenance on their respective networks. Every LCI and LCII authority should mobilize the communities for this work in order to supplement on the URF funded works.
- e) Where the Agency fleet cannot constitute the complete equipment fleet for Force Account works, recourse may be made to borrowing i.e. time sharing with neighbouring designated agency or sourcing missing equipment from MoWT regional mechanical workshops. Alternatively such missing equipment may be hired from the market based on rates approved by the Chief Mechanical Engineer of MoWT.

### 32.0 Efficiency mechanisms

In order to improve efficiency in utilisation of road maintenance funds at agency level, the Fund has put in place the following measures to be implemented during FY 2020/21:

- a) Capping DLGs and MCs operational expenses in FY 2020/21 to 4.5% of the budget;
- b) Strengthening and tightening Audits and M&E;
- c) Recovery of lost funds identified through Audits and M&E;
- d) Pegging accountability of prior funds to trigger next disbursement;
- e) Issue comprehensive accountability and reporting framework through RMMoS;
- f) Establishment of a core road network, which will have priority, core network is defined as roads approved by the district council and gazetted by MoWT;
- g) Strengthen planning and budget discipline in agencies;
- h) Update existing road database and improve its management;
- i) Establish Technical Support Units (TSUs) to build capacity of DAs through framework contracting in the use of RMMS and Internal audit;

### 33.0 Allowed category of expenditure in FY 2020/21:

The allowed categories of expenditure for the road maintenance programme are shown in Table 5.0 overleaf:

**Table 5.0: Allowed category of road works in FY 2020/21**

SN	National Roads	DUCAR ROADS		
		Districts	Urban (MCs and TCs)	CARs
1	Routine Road and Bridge Maintenance (a) Manual (LBC) (b) Mechanized (FA+ C) (c) Term (Contracts) (d) Re-engineering of roads	Routine Road and Bridge Maintenance (a) Manual (gangs) (b) Mechanized (FA)	Routine Road and Bridge Maintenance (c) Manual (gangs) (d) Mechanized (FA)	<b>Bottleneck removal:</b> a) Bridging small streams; b) Re-graveling short stretches; c) Hardpan outcrop removal; d) Thicket clearances; e) Short realignments.
2	Periodic maintenance (Contracts) Alternative/Low-cost technologies	Periodic maintenance (FA + regional units) Bridge Repairs (FA+C)	Periodic maintenance (FA + regional units) Bridge Repairs (FA+C)	
3	Other Qualifying works (a) Ferries operations (b) Axle load control & enforcement	Operational expenses (4.5%) Minor equipment repair and servicing	Operational expenses (4.5%) Minor equipment repair and	

(c) Road safety works		servicing	
(d) National Road network condition assessment			
(e) Road reserve protection			
(f) Traffic and Road safety works			
(g) Tree planting and maintenance			
(h) Plant and Equipment maintenance			
(i) Eligible Operational Expenses			

#### 34.0 **Performance Agreements**

Performance Agreements shall remain the key Contract between URF and designated agencies and between Districts and their sub counties and Town Councils for purposes of delivering agreed annual work programs. All agreed works shall form annexes to the PAs and the PAs shall be executed between URF and DA's before start of Q1 disbursement in FY 2020/21.

#### 35.0 **Operational expenditure**

Operational expenses of UNRA related to road maintenance works shall be fully financed by URF up to a maximum of UGX 13.55bn while those for DUCAR agencies shall be limited to 4.5% of agency IPFs including DRC and Annual condition assessment costs. Operational expenses will cover office running costs such as communication, purchase of office stationery/consumables, preparation and submission of quarterly reports, etc. DUCAR agencies are advised to in-built some of the operational costs such as supervision into the budgets for the individual road projects to mitigate any short falls in the requisite expenses.

36.0 **Cross cutting issues** – Due attention shall be accorded to the cross-cutting issues of environmental protection, HIV prevention and gender parity in road works. Evidence shall be provided in terms of budgetary provision and sustainable indicators.

37.0 **Road Maintenance and Monitoring System (RMMoS):** A web-based application- RMMoS which can be accessed remotely by designated agencies will be developed in FY 2019/20 to enable agencies undertake real time reporting and submission of programmed works. Piloting of the application is planned to be implemented in 41 municipalities during FY 2020/21.

**38.0 Roads Annual Maintenance Planning Systems (RAMPs)**

DUCAR agencies should use RAMPS to plan and prioritise their interventions when the training has been completed. Reporting in FY 2020/21 shall continue to be undertaken using templates provided by URF.

**39.0 Unit costing of road works:** In order to maximize value from the available limited resources, unit costs of key works activities are guided as in Tables 6a and 6b below. Agencies will be required to annually submit to URF costs of road maintenance inputs such as materials, labour and equipment for updating the Unit Cost Model accessed at <http://ucm.roadfund.ug>.

**Table 6a: Unit cost ranges for various road interventions for the period FY 2016/17– FY 2020/21 (For guidance only)**

Category	Maintenance Activity	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	Notes
		UGX' 000/km	UGX' 000/km	UGX' 000/km	UGX' 000/km	
National Roads	Periodic Maintenance, Paved	338,000 – 1,015,000	350,000 – 1,050,000	350,000 – 1,050,000	385,000 – 1,155,000	
	Periodic Maintenance, Unpaved	13,800 – 50,750	13,800 – 58,200	13,800 – 58,200	15,180 – 64,020	
	Routine Mechanized, Paved	12,250 – 17,500	12,250 – 19,250	12,250 – 19,250	13,475 – 21,175	
	Routine Mechanized, Unpaved	3,000 – 11,800	3,200 – 12,000	3,200 – 12,000	3,520 – 13,200	
	Routine Manual (Paved /Unpaved)	844 - 936	1,440 - 1,680	1,440 - 1,680	1,584 - 1,848	
	Recycling Technology	250,000 - 300,000	250,000 - 350,000	250,000 - 350,000	275,000 - 385,000	
	Low Cost Sealing	100,000 – 150,000	100,000 – 200,000	100,000 – 200,000	110,000 – 220,000	
	Bridge Maintenance (Per Bridge)	3,000 – 5,000	3,000 – 7,000	3,000 – 7,000	3,300 – 7,700	1
District Roads	Periodic Maintenance	15,900	13,820 – 26,890	13,820 – 26,890	15,202 – 29,579	
	Routine Maintenance	1,300 – 4,000	1,400 – 4,550	1,400 – 4,550	1,540 – 5,005	2
Urban Roads	Periodic Maintenance, paved	12.9	34,100 - 45,150	34,100 - 45,150	37,510 – 49,665	
	Routine Manual Maintenance,	1.5 – 2.0	5,250 – 7,000	5,250 – 7,000	5,775 – 7,700	3

Category	Maintenance Activity	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	Notes
		UGX' 000/km	UGX' 000/km	UGX' 000/km	UGX' 000/km	
	Paved					
	Routine Mechanized Maintenance, Paved	3.5 – 4.6	12,250 – 16,100	12,250 – 16,100	13,475 – 17,710	4
	Periodic Maintenance, Unpaved	6.4 – 13.1	22,400 – 45,850	22,400 – 45,850	24,640 – 50,435	5
	Routine Maintenance, Unpaved	0.5 – 1.8	1,750 – 6,300	1,750 – 6,300	1,925 – 6,930	6

Source: MoWT Annual report FY 2017/18

Notes:

1. Lower end of range for flat terrain; higher end for mountainous terrain
2. Lower end of range for manual works; higher end for mechanized works
3. Lower end of range for town councils; higher end for municipal councils
4. Lower end of range for low traffic; higher end for high urban traffic (KCCA and Mukono MC)
5. Lower end of range for town councils; higher end for municipal councils
6. Lower end of range for manual works; higher end for mechanized works
7. Same Unit rates for FY 2018/19 maintained in FY 2020/21
8. Exchange Rate used for FY 2020/21: 1USD = UGX 3700

**Table 6b: Unit cost ranges of key road works activities for DUCAR (For guidance only)**

SN	Works Activity	Unit	DUCAR Regions				
			UGX/unit (Using Force Account)				
			North	East	South	West	Central
1	Grading, shaping and compaction	Km	1,000,000 to 1,400,000	1,000,000 to 1,400,000	1,000,000 to 2,282,000	1,000,000 to 2,282,000	1,000,000 to 2,282,000
2	Re-gravelling	Km	7,000,000 to 10,000,000	7,000,000 to 10,000,000	8,000,000 to 12,000,000	8,000,000 to 12,000,000	8,000,000 to 11,000,000
3	Culvert installation – 450mm	Lm	80,000 to 100,000	80,000 to 110,000	80,000 to 120,000	80,000 to 120,000	80,000 to 120,000

	600mm	Lm	120,000 to 150,000	120,000 to 150,000	120,000 to 160,000	120,000 to 160,000	120,000 to 160,000
	900mm	Lm	230,000 to 300,000	230,000 to 300,000	250,000 to 280,000	250,000 to 280,000	250,000 to 280,000
	1,200mm	Lm	350,000 to 380,000	350,000 to 380,000	350,000 to 400,000	350,000 to 400,000	350,000 to 400,000
4	Stone pitching	m <sup>2</sup>	20,000 to 35,000	20,000 to 33,000	30,000 to 37,000	30,000 to 37,000	30,000 to 37,000
5	Patching (50mm thickness)	m <sup>2</sup>	15,000 to 30,000	15,000 to 30,000	15,000 to 30,000	15,000 to 30,000	15,000 to 30,000
6	Resealing / overlay	Km	550,000,000 to 650,000,000	550,000,000 to 650,000,000	550,000,000 to 650,000,000	550,000,000 to 650,000,000	550,000,000 to 650,000,000

40.0 **Special Works:** This shall include works for improving road safety, bottleneck removal, and removal of road blockages from mudslides, removal of accident spots and a related unanticipated works. Cost of such works shall be met from special intervention funds on DUCAR network and/or proceeds of agency programme adjustment as allowed by URFs programming manual.

41.0 **Technical Support Services:** Funding shall also be availed for consultancy services towards design and supervision services for periodic maintenance and related or technically challenging works.

#### Designated and Sub-Agencies

42.0 The Fund has gazetted 177 designated agencies (DAs) for purpose of its objectives and these comprise of Uganda National Roads Authority (UNRA), Kampala Capital City Authority (KCCA), 134 districts and 41 municipalities. These agencies sign contract performance agreements directly with the Fund.

43.0 Districts have sub agencies relationship with lower local governments i.e. Town councils for urban roads and sub counties for community access roads (CARs).

A total of 421 Town Councils and 1,181 sub-counties perform in such sub-agency relationship with districts

### Net Network Determination

- 44.0 Every Designated Agency will have to determine its maintainable network that shall be eligible for funding and declare it to URF. The declared network should not include roads that are receiving funding from other sources such as CAIP, DLSP, PRDP, DANIDA, EU and USMID or under defects liability period. DUCAR agencies should seek approval from MoWT before upgrading CARs that have been rehabilitated under the aforementioned alternative funding sources. For UNRA and KCCA, roads undergoing re-construction and / or upgrading or similar other works shall not be considered for URF funding.

### Declaration of other road maintenance funding

- 45.0 Designated agencies are required to capture and indicate all road maintenance programmes to be carried out each FY. All programmes being funded outside the URF funding i.e. CAIP, DLSP, PRDP, DANIDA, EU, USMID, etc. should be included in the Annual Road Maintenance Workplan submitted to URF. These should however be indicated as funded from other sources and budgets declared and should make no recourse to URF resources.

### Programme Preparation

- 46.0 URF has issued (attached as **Annex 7**) indicative planning figures (IPF) to designated agencies with accompanying request for work plans, procurement plans and estimates of expenditure. Templates for work plans, procurement plans and expenditure estimates are attached as **Annex 2** and can also be accessed at [www.roadfund.ug](http://www.roadfund.ug). The workplans to be prepared shall include an annual report of the Agency of the previous financial year in line with the URF Programing Manual, 2010.

### Funds Disbursements process

- 47.0 The agreed funding with UNRA, KCCA and DUCAR agencies shall be disbursed quarterly upon receipt and satisfactory evaluation of agency quarter work plans. Key releases triggers are shown in Table 7.0 below.

**Table 7.0:Key disbursement triggers to UNRA, KCCA & DUCAR agencies**

S/N	Trigger Description	Key actions	Due dates	Remarks
1.0	Performance agreements clearly outlining key deliverable by the agencies in consideration of the sums to be disbursed;	Signing of the performance agreements	31 <sup>st</sup> July of every financial year	All agreed works form annexures to performance agreement
2.0	Satisfactory annual work plans with clear targets to be achieved and adequate	Submission of Satisfactory annual work plans	15 <sup>th</sup> February of every financial year	Agencies will be required to submit only one annual



S/N	Trigger Description	Key actions	Due dates	Remarks
	elaboration of the methods to be applied;			work plan detailing the planned quarterly outputs.
3.0	Satisfactory physical and financial accountability of previous funding	Agencies shall be expected to submit quarterly accountabilities	15 <sup>th</sup> of the first month after the quarter	Based on agreed format
4.0	Evidence of receipt of funds	Submission of receipts for funds disbursed for the previous rounds as a first step towards accountability	15 <sup>th</sup> of the first month after the quarter	General receipt of Agency
5.0	Transfers to sub agencies	Submission of receipts showing timely transfer of funds for Town Councils and Sub counties based on a signed sub-agency agreement between the district and each of these sub-agencies	15 <sup>th</sup> of the first month after the quarter	Town Councils and Sub counties are sub agencies of Districts
6.0	New bank accounts for the FY	Timely provision of bank account returns at the beginning of the Financial Year	31 <sup>st</sup> July of every financial year	Upon appointment of accounting officers

### End of FY procedures

48.0 In compliance with the Public Finance Management Act 2015, agencies shall return all unspent balances to the Treasury by 30<sup>th</sup> June of every financial year. Agencies are advised to ensure timely implementation of planned activities in order not lose the meager road maintenance resources.

### Reporting

49.0 All designated agencies shall adhere to and observe the principles of quarterly reporting and accountability to URF on physical and financial progress as per timelines in Table 8.0 below. The two authorities i.e. UNRA and KCCA will submit both monthly and quarterly reports. The reporting formats which include for accountability as well are attached as **Annex 8** and **MUST** be completed in both hard and soft copy and submitted as per agreed timelines.

**Table 8.0: Reporting timelines for FY 2020/21**

S/N	DESCRIPTION	DEADLINE
1.0	Quarter 1 (one) accountabilities	15 <sup>th</sup> day of October 2020
2.0	Quarter 2 (two) accountabilities	15 <sup>th</sup> day of January 2021

S/N	DESCRIPTION	DEADLINE
3.0	Quarter 3 (three) accountabilities	15 <sup>th</sup> day of April 2021
4.0	Quarter 4 (four) accountabilities	15 <sup>th</sup> day of July 2021

#### **Additional Reporting by UNRA and KCCA**

- 50.0 The two authorities of UNRA and KCCA which receive approximately 72% of the URF resources shall have additional reporting as below:
- a) Quarterly interface meetings: URF shall hold scheduled quarterly interface meetings with the two authorities during the FY 2020/21.
  - b) Summary Payment Certificates: Quarterly Accountability reports shall be accompanied by summary payment certificates.

#### **District Road Committees (DRCs)**

- 51.0 The Fund's outreach to the DUCAR agencies will be rendered in close collaboration with DRCs. District Roads Committees (DRCs) should be constituted in accordance with Section 25 (2) of the Road Fund Act, 2008. All districts should therefore ensure formation and operationalization of these committees in the year. All annual work plans prepared by agencies will have to be accompanied by a minute of the DRC approving the work plans before submission to URF. In addition, the districts and Municipals should make specific budgetary provisions to cater for the DRC operational costs separately from the 4.5% operational expenses budget line as guided by URF. Remuneration for the DRC members is UGX 100,000 for the chairperson, UGX 90,000 for members and a transport refund based on a rate of 7km/l to and fro Kampala.
- 52.0 Guidelines for the operations of the DRCs have been approved by the office of the Solicitor General and will be disseminated to agencies after gazetting by the Minister of Finance.
- 53.0 As was the case in the previous financial year, all FY 2020/21 workplans and accountability submitted to URF should be under seal and blessed by the DRC. The DRC's meeting minutes approving the reports shall be part of the workplan and quarterly reports submitted to URF. The agencies should budget for DRC operations. Districts should invite UNRA station Engineers to attend and actively participate in DRC meetings.
- 54.0 The IPFs of designated agencies attached as **Annex 7** do constitute a cue to designated agencies to finalize work plans for FY 2020/21. In particular

procurement plans must be concluded expeditiously and implementations commenced through upstream procurement.

#### **FY 2020/21 Local Government Budget Consultative Workshops Issues**

- 55.0 A number of pertinent issues were raised by Local Governments during the FY 2020/21 Budget Consultative Workshops that required URF attention and/or action. These issues with URF responses are attached as **Annex 9**.

#### **Planning road map for FY 2020/21**

- 56.0 A planning roadmap for FY 2020/21 has been attached as **Annex 10** to guide agencies adhere to the planning timelines as stipulated in the Public Finance Management Act 2015.

#### **Conclusion**

- a. Guidelines contained herein are to guide agencies in planning for FY 2020/21 and implementation of agreed plan. They complement process guidelines and manuals issued by URF most especially force account guidelines issued by MOWT in August 2017.
- b. DRCs for DUCAR agencies are called up to play a more active role in overseeing performance of agencies in the year and to keep URF aware of their work. Agencies should ensure that loopholes for wastage of road maintenance funds are plugged such that efficiency gains can come from savings to produce more mileage of roads maintained with the little available funds.
- c. The programming manual issued to you earlier allows for change in the programmes as the year progresses. When applying for the changes, ensure that appropriate approvals have been secured from your supervisory organs: DRCs for DUCAR Agencies, Board for UNRA and Council for KCCA.
- d. The Road Fund remains your partner in improving conditions of your respective networks.



Eng. Dr. Andrew Naimanye  
Ag. Executive Director/Secretary to Board

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**Annex 1.0: Road Inventory/Traffic and Condition Assessment tables**



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## Annex 2.o: URF Programming/Planning Tables



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## Annex 3.0: Force Account Equipment Inventory



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## Annex 4.0: Force account Planning and Reporting tables



**Annex 5.0: Bridges Inventory FY 2020/21**





**Annex 6.o: Criteria for scoring/ ranking of emergency/special intervention requests**

S/N	CRITERIA	PROPOSED SCORE	AGENCY SCORE	REMARKS
<b>NAME OF AGENCY:</b>				
1.0	Damage due to an 'Act of God or circumstances beyond the Designated Agency's planning process. Examples include: a) Heavy Rains b) Flooding c) Tremor or Earthquake d) Landslides	40		<i>Explanation/ remarks on damage</i>
2.0	Damage occasioned to road sections leading to critical social services such as schools, health centers and other government facilities	20		<i>Explanation/ remarks on road (s) cut off</i>
3.0	Washed out/heavily damaged bridges, culverts and road sections	20		<i>Explanation/ remarks on washed out</i>
4.0	Impassable Road creating a major bottleneck such as cut-off swamp crossings; need for swamp raising and culvert installation	10		<i>Explanation of the consideration</i>
5.0	Difficult/Undulating terrain Environmental/Topographical issues	10		<i>Explanation of the consideration</i>
<b>Maximum score</b>		<b>100</b>	*	

Applicants are ranked based on the derived scores and cut off placed at the point the budget can sustain.

**Annex 7.0: Indicative Planning Figures FY 2020/21**



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## Annex 8.o: URF Reporting Tables



## Annex 9.0: Issues from FY 2020/21 Local Government Budget Consultative Workshops

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	Way forward
1.	Inadequate funding for road maintenance	<p>The IPFs for FY 2019/20 were appreciably lower than those of the previous FY, this exacerbated the road maintenance funding deficit that has become tenacious hitherto.</p> <p><i>URF should augment the road maintenance IPFs to make them comparable with the road maintenance needs.</i></p>	<p>In a bid to address perennial inadequacies of road maintenance funding, the Works and Transport Sector in agreement with MoFPED, took a position to rebalance road sector funding towards road maintenance away from road development starting FY 2019/20</p>	<ul style="list-style-type: none"> <li>The long-term solution remains a 2G Road Fund, and, the short to medium-term solution is increasing the road maintenance budget through rebalancing road sector funds towards maintenance, away from development</li> <li>URF to continue engaging MoFPED so as increase the funding for roads maintenance so as to meet the current requirements and also eliminate backlog.</li> </ul>
2.	Late receipt of road maintenance funds	<p>Road maintenance funds released by URF were being received by DAs in the second or last month of a quarter.</p> <p><i>URF should ensure that road maintenance funds are received by all DAs within the first month of each quarter.</i></p>	<p>Late release of road maintenance funds to DAs is already being dissected at inter-institutional level between URF and MoFPED. The dissection is targeted towards empirically identifying the action centres responsible for making delayed systemic approvals on IFMIS TSA and</p>	<p>There three key players in the disbursement of funds to LGs are URF, MoFPED and DLGs. Each has to play his/her role in a timely manner to ensure that funds reach the DAs on time.</p> <p><i>URF will always strive to ensure that quarterly funds are released to DAs within 14 calendar days after receipt</i></p>

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	Way forward
			putting in place a remedial action plan.	from MoFPED.
3.	Release of budgeted funds up to Q4 of the FY	<p>A raft of LGs was having significant unspent balances at the end of the FY yet there were undelivered services. This was largely imputable to fragmented release of funds up to Q4.</p> <p><i>URF should release the annual budget to its entirety in Q3 in order to pre-empt unspent balances.</i></p>	URF will engage MoFPED and other relevant players to cause release of Q3-Q4 funds in January Q3, as is being done for development grants.	Sector position upheld
4.	Inadequate cap on budget for operational expenses i.e. 4.5% of IPF	<p>This cap has remained persistently inadequate to cover all operational costs including DRC operations.</p> <p><i>The cap should be upped to at least 15% of IPF.</i></p>	Operational expenses for actual road works like supervision costs should be migrated from the budget line of operational costs and instead tagged onto road schemes as part of their maintenance cost. Once this is observed, the 4.5% cap should suffice.	<p>Every road must have its operational expenses as part of its maintenance cost. Once this is observed, the 4.5% cap should suffice.</p> <p>Additionally, starting FY 2020/21, the expenses for DRC operations should be budgeted for by DAs outside the operational expenses budget line which has a cap of 4.5% of IPF.</p>

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	Way forward
5.	Equipment operators inadequately trained to handle new equipment from Japan	<p>The trained equipment operators were inept as evidenced by the poor quality of their works, low productivity, and premature failure of equipment in their custody.</p> <p><i>MoWT should conduct comprehensive refresher training for equipment operators in all districts.</i></p>	<p>The need for additional training of equipment operators has been appreciated by the Sector and MoWT has already planned to conduct a comprehensive refresher training as funds get available.</p>	Sector position upheld
6.	Poor remuneration of equipment operators	<p>Equipment operators are continually being lost to the more lucrative private sector due to meagre salaries.</p> <p><i>MoWT should communicate to LGs a retention policy for equipment operators.</i></p>	<p>MoWT is considering formulation of a training and retention policy for equipment operators with a proposal to have LGs outsource the supply of equipment operators to the private sector. This will incentivize the private sector to invest in training and maintaining of a pool of well-remunerated operators.</p>	Sector position upheld

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	Way forward
7.	Lack of funds for rehabilitation of the DUCAR network	<p>Due to inadequate maintenance funds over the years, most roads have slipped out of maintenance realm and require full scale rehabilitation, whose funding is unavailable.</p> <p><i>MoWT should avail LGs with funds for rehabilitation.</i></p>	<p>MoWT established District Road Rehabilitation Units (DRRU) spread in Western, Eastern, North, Central and Far-East regions of Uganda to focus on rehabilitation works leaving the districts to concentrate on road maintenance.</p>	<p>MoWT should beef up the capacity of these force account units in terms of funding, equipment, and human resources in order to widen the coverage of road rehabilitation in the districts.</p>
8.	Non- involvement of LGs in the rehabilitation programs such as Interconnectivity project.	<p>LGs are not involved in the planning, implementation and supervision of the available rehabilitation programmes under MoWT.</p> <p><i>LGs should be involved in the selection of roads to undergo rehabilitation and in the implementation of the road works.</i></p>	<p>MoWT has advised LGs through their Accounting Officers to submit prioritized road schemes for rehabilitation to the PS-MoWT</p>	<p>Sector position upheld</p>
9.	Depleted sources of good gravel	<p>Haulage distances &gt; 20 km in some areas and this is ballooning the unit costs of road maintenance.</p> <p><i>URF should finance rolling out of low cost sealing technology all over the</i></p>	<p>An alternative material as good as gravel has not yet been found.</p>	<p>An alternative material as good as gravel has not been found.</p> <p><i>As the budget improves, URF will continue to encourage low cost sealing using affordable technologies.</i></p>

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	Way forward
		<i>country.</i>		
10.	Lack of equipment for road maintenance in municipalities and newly created districts	<p>Municipalities and newly created districts did not partake of the newly acquired Japanese equipment.</p> <p><i>MoWT should prioritize MCs and newly created districts in the next procurement of road construction and maintenance equipment.</i></p>	<p>In the next round of procurement of equipment, MoWT is to provide road equipment to the newly created 7 districts.</p> <p>Agencies are encouraged to utilize the equipment at the zonal centres and where capacity allows, there should be time-sharing on the equipment with the districts that have it.</p>	<i>Sector position upheld</i>
11.	Lack of supervision vehicles	<p>The JMC supervision vehicles that were distributed to LGs with the Chinese equipment are too weak and many of them have fallen into disuse following their unserviceability.</p> <p><i>Cabinet should lift the ban on procurement of vehicles by government</i></p>	<p>In a bid to keep government expenditure within its shoestring budget, Cabinet put a ban of procurement of vehicles in FY 2019/20.</p>	<i>URF in concert with MoWT and MoFPED should engage Cabinet to cause a policy reversal in favour of procurement of vehicles by LGs</i>



S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	Way forward
		<i>entities.</i>		
12.	Dysfunctionality of District Roads Committees (DRCs)	<ul style="list-style-type: none"> <li>The roles of DRCs and District Councils (DCs) are overlapping each other (e.g. approval of work plans and reports) and this engenders subsequent delays in submissions made to URF.</li> <li>Continued difficulty in obtaining MPs to attend DRC meetings.</li> <li>Disharmony amongst MPs from different political affiliations causing dysfunctionality of DRCs.</li> <li>MPs on DRCs complicate work plan approval due to their subjective instance on having roads in their constituencies as part of the work plans even when there are needier roads.</li> </ul> <p><i>URF should issue LGs a circular with clear guidance on how to manage the above challenges pertaining to DRC</i></p>	<p>DRCs were created by Section 25(2) of the URF Act 2008 to provide oversight over road maintenance programmes and works.</p> <p><i>URF will issue a circular guiding specifically on management of the aforesaid challenges that have emerged in the operations of DRCs.</i></p>	<p>URF is currently undertaking field visits in designated agencies and sensitizing DRC members on their roles and responsibilities as per Section 25(2) of the URF Act 2008.</p>

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	Way forward
		<i>operations.</i>		
13.	Inadequate funding for bridges on the DUCAR network	<p>The URF allocation for maintenance and repair of bridges on the DUCAR network is inadequate to handle the bridge maintenance requirements.</p> <p><i>URF should increase the funding for maintenance and repair of bridges on the DUCAR network;</i></p>	URF to consider increasing allocation for maintenance of bridges subject to availability of additional funding from MoFPED.	<p>In a bid to give bridges affirmative action, a budget of UGX 1.5 bn was created in FY 2018/19 to cater for badly deteriorated bridges whose collapse would greatly disrupt interconnectivity of the road network.</p> <p><i>As funding increases, URF shall grow</i></p>
14.	Upgrading of roads in Local Governments	<p>Lack of guidelines on procedure for upgrading of roads in LGs.</p> <p><i>MoWT should disseminate guidelines to be followed in upgrading of roads in LGs from Community Access to District roads and District to National roads.</i></p>	MoWT to disseminate guidelines for upgrading of roads in FY 2019/20.	Sector position upheld
15.	Pricey procurement of locally available materials	Locally available materials like gravel, sand, aggregate, and cement were being procured at much higher prices than would ordinarily be purchased off the open market. This is making force account costlier than contracting.	The works and Transport sector has acknowledged the spiralling cost of force account works that is largely imputable to the cost of acquiring materials.	LGs advised to follow the PPDA (2003) guidelines and schedule of market prices when procuring inputs for force account works in order to attain competitive market rates.

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	Way forward
		<i>PPDA should issue a waiver to all LGs, allowing them to directly purchase locally available materials for road construction and maintenance</i>		
16.	Axle Load Control on the DUCAR network	<p>Poorly maintained LG roads are further damaged by heavily loaded vehicles.</p> <p><i>MoWT should formulate a policy on Axle Load Control on the DUCAR network.</i></p>	MoWT to prioritize and handle proposed policy of Axle Load Control on DUCAR network.	<p>Truly, there is a growing practice of trucks circumventing bad national roads and using alternative routes on DUCAR network, hence severely damaging it.</p> <p><i>MoWT should develop a clear policy for axle load control on the DUCAR network and eventually establish control stations.</i></p>
17.	Road equipment at the MoWT zonal centres	<p>Inadequate road equipment at MoWT zonal and regional centres.</p> <p><i>MoWT should fully equip and increase the number of zonal and regional centres in order to improve availability of key road equipment especially the low beds.</i></p>	Due to budgetary constraints, MoWT is not in a position to increase the number of zonal and regional centres. LGs advised to coordinate with the current management of	Sector position held.

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	Way forward
			the zonal centres to utilize the available road equipment.	
18.	Difficulty in accessing zonal road equipment.	Bureaucratic procedures of accessing the zonal road equipment (requests made directly to PS MoWT)  <i>MoWT should reduce on the bureaucracy of accessing zonal road equipment.</i>	The bureaucratic procedure is designed to improve efficiency and coordination in utilization of available equipment and prevent misuse of the road equipment by the LGs.	Sector position upheld.
19.	Capacity building for LGs staff in the Works department	Lack of funding for capacity building under the road maintenance grant.  <i>Allow for a certain percentage of the road maintenance grant to cater for capacity building of agency Engineers</i>	Given the current meagre resources for road maintenance, LGs should utilize Local revenue and donor funded programmes for capacity building.	Sector position upheld.
20.	Meetings for agency engineers.	Lack of a forum to collectively discuss and address challenges being faced by agencies in implementation of the road maintenance and rehabilitation programmes.  <i>MoWT and URF should organize annual</i>	Budgetary constraints have constrained both MoWT and URF to hold regular meetings with LGs.	In a bid to reduce the costs of holding the workshops, LGs are to meet some of the transport and allowance costs for the participants which will enable holding of regular interface meetings with LGs.

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	Way forward
		<p><i>meetings with agencies to discuss pertinent issues affecting service delivery in LGs.</i></p>		

### Annex 10.0: Planning road map- FY 2020/21

S/N	ACTIVITY	DUE DATE	STATUS	RESPONSIBILITY CENTRE
1	ISSUE FIRST BUDGET CALL CIRCULAR	30/09/2019	DONE	MOFPED
2	PREPARATION OF WORKSHOP PAPER FOR LGBFP REGIONAL WORKSHOPS	15/08/2019	DONE	URF
3	LGBFP WORKSHOPS	AUG –SEPT 2019	DONE	MOFPED
4	PREPARATION OF DRAFT FY 2020/21 IPFs	24/10/2019	DONE	URF
5	APPROVAL OF FY 2020/21 IPFs by FMC	01/11/2019	DONE	URF
6	APPROVAL OF FY 2020/21 IPFs BY URF BOARD	30/11/2019	DONE	URF
7	ISSUANCE OF DRAFT FY 2020/21 IPFs & BUDGET GUIDELINES WITH REQUEST FOR FY 2020/21 WORKPLANS.	02/12/2019	PENDING	URF
8	ISSUE SECOND BUDGET CALL CIRCULAR	01/02/2020	PENDING	MOFPED
9	PREPARATION OF DRAFT LG BUDGET ESTIMATES AND ANNUAL WORKPLANS	15/02/2020	PENDING	DESIGNATED AGENCIES
10	SUBMISSION OF DRAFT WORKPLANS TO URF BY DAS	30/01/2020	PENDING	DESIGNATED AGENCIES
11	PREPARATION OF FY 2020/21 OYRMP AND COMPILATION OF DRAFT WORKPLAN SUMMARIES	05/03/2020	PENDING	URF
12	SUBMISSION OF OYRMP TO SWG AND TMT	07/03/2020	PENDING	URF
13	APPROVAL OF OYRMP AND DEP'T WORKPLANS BY URF BOARD	10/03/2020	PENDING	URF
14	SUBMISSION OF MPS AND OYRMP TO PARLIAMENT	15/03/2020	PENDING	MOWT/URF
15.	SIGNING OF PAs BETWEEN URF AND DESIGNATED AGENCIES	15/06/2020	PENDING	URF
16.	SIGNING OF PAs BETWEEN DISTRICTS AND SUB AGENCIES	30/06/2020	PENDING	DESIGNATED AGENCIES
17	SUBMISSION OF FY 2020/21 QUARTERLY PHYSICAL & FINANCIAL ACCOUNTABILITIES	15 <sup>th</sup> DAY OF MONTH AFTER QUARTER	PENDING	DESIGNATED AGENCIES

**LEGEND:**

**DAs** = DESIGNATED AGENCIES; **LGBFP** = LOCAL GOVERNMENT BUDGET FRAME WORK PAPER; **MOFPED** = MINISTRY OF FINANCE PLANNING AND ECONOMIC DEVELOPMENT; **OYRMP** = ONE YEAR ROAD MAINTENANCE PLAN; **MPS** = MINISTERIAL POLICY STATEMENT; **PAs** = PERFORMANCE AGREEMENTS; **SWG**s = SECTOR WORKING GROUPS.