



ROAD MAINTENANCE MONITORING REPORT

QUARTER 1-4 FY 2018/19 (July 2018– June 2019)



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

AUGUST 2019



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#	Inspection Team	Agencies Visited			Inspection Dates
		UNRA Station	DLG	MC	
1.	Mr. Andrew Opaadi	Mbarara	Rukungiri	Ishaka-Bushenyi	22 July – 02 Aug. 2019
			Mbarara	Mbarara	
	Summary	1 UNRA Stations	2 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
DA	Designated Agency
DLG	District Local Government
DRC	District Roads Committee
DUCAR	District, Urban and Community Access Roads
FY	Financial Year
GoU	Government of Uganda
H	Half year
H ₁	First Half of the Financial Year
HIV	Human Immunodeficiency Virus
H/Q	Headquarter
IFMS	Integrated Financial Management System
IPF	Indicative Planning Figure
KCCA	Kampala Capital City Authority
KIIDP	Kampala Institutional and Infrastructure Development Programme
Km	Kilometeres
KPIs	Key Performance Indicators
LBCs	Labour-Based Contractors
LGs	Local Governments
LGMSDP	Local Government Management and Service Delivery Programme
LRDP	Luwero Rwenzori Development Programme
M&E	Monitoring and Evaluation
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MC	Municipal Council
MDG	Municipal Development Grant

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
PRDP	Peace Recovery and Development Programme
Q	Quarter
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
U-Growth	Uganda Growth
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 Q1-4 FY 2018/19 covering the period July 2018 – June 2019.

In the FY 2018/19 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 Q4 FY 2018/19. These include 1 UNRA station under the national roads maintenance programme; 2 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.

Eng. Dr. Michael M. Odongo
Executive Director
31 August 2019

EXECUTIVE SUMMARY



FY 2018/19 is the ninth full year of operation of URF, in which a total of UGX 542.517 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 541.221 billion was realized during Q1-4 of the FY, representing budget performance of 99.8%. A total of UGX 527.297 billion was planned for disbursements to institutions designated as road maintenance agencies under section 41 of the URF Act. Total disbursements to the agencies during the FY were at UGX 527.261 billion representing 100% of the annual planned releases.

ES1 - Performance of Road Maintenance Programmes

A: National Roads Maintenance Programme

Agency	Performance Rating (%)		
	Physical Performance	Financial Performance	Overall Performance
1. Mbarara UNRA	95.8	98.2	97.0
Average Performance UNRA	95.8	98.2	97.0

B: DUCAR Maintenance Programme

Agency	Performance Rating (%)		
	Physical Performance	Financial Performance	Overall Performance
1. Ishaka-Bushenyi MC	83.9	100	99
2. Mbarara DLG	87.3	98.8	93.1
3. Mbarara MC	101.4	93.6	97
4. Rukungiri DLG	87.9	94.5	91.2
Average Performance DUCAR	90.1	96.7	95.1

Performance Rating Legend

Performance Rating Range	Dashboard color	Performance Category
0 -49%		Poor
50-69%		Fair
70-89%		Good
90 – 100%		Very Good

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

At the end of Q4 FY 2018/19, using in-house capacity, the public roads maintenance programme was monitored at 5 agencies, namely 1 UNRA station viz. Mbarara; 2 district local governments including Rukungiri and Mbarara; and 2 municipal councils including Ishaka-Bushenyi and Mbarara. An encapsulation of the findings and recommendations is depicted in Table 1.

Table 1: Key Issues in Sampled URF Designated Agencies – Q1-4 FY 2018/19

S/N	Generic Findings		Agencies where found	Recommendations / Strategies for Improvement
	Finding	Risk / Effect		
1	Accumulation of debts to contractors to the tune of UGX 321 million resulting from commitments to periodic maintenance contracts in excess of available funds.	Failure to fund planned works in Q1 FY2019/20 since priority is given to debt clearance	UNRA Mbarara	UNRA should be cautioned against over commitment of funds beyond financial resources
2	Inadequate number of Fleet Assistants to operate the station's vehicles	Weak physical supervision of projects and delays in delivery of key materials such as fuel to project sites	UNRA Mbarara	<ul style="list-style-type: none"> • UNRA needs to recruit more fleet assistants to match the station's fleet • UNRA to permit machine operators and other key staff who are qualified to drive official vehicles
3	Gravel scarcity in some road projects e.g. Kikagati-Kafunjo Rd and Ntaza Kanyamata Rd	Escalation of unit costs due to long haulage distances; Failure to implement planned works	UNRA Mbarara; Ishaka Bushenyi MC	Concerted efforts by MoWT and key stakeholders to strengthen research in alternative technologies and expedite rollout of low-cost seals
4	Lack of key road equipment among available fleet of the DA such as lowbeds; graders; excavators; and bulldozers	<ul style="list-style-type: none"> • Project delays due to lengthy lapses in mobilisation required equipments • Failure to undertake works as planned • Escalation of unit costs of FA works due to hire of equipment esp. in MCs 	UNRA Mbarara; Rukungiri DLG; Ishaka-Bushenyi MC; Mbarara MC	<ul style="list-style-type: none"> • MoWT should procure road units for Urban Councils • UNRA Mbarara should prioritise repair of its lowbed truck • Specialised road equipment such as bulldozers should be provided to select DAs with rough/rocky terrain

S/N	Generic Findings		Agencies where found	Recommendations / Strategies for Improvement
5	Uncoordinated activities on road pavements and in road reserves by utility companies e.g. NWSC	Escalated deterioration of roads due to failure to reinstate them to initial condition.	UNRA Mbarara	<ul style="list-style-type: none"> Establishment of an inter-sector platform for UNRA, DLGs (Urban Planning Dept.) and Utilities companies to streamline activities on roads. Development of utility corridors along major roads
6	Failure to adhere to the work plan by implementing works planned for Framework Contracting using Force Account	Failure to undertake planned F/A works	UNRA Mbarara	UNRA should always undertake due diligence to ensure that contractors have the capacity to meet maintenance requirements of the station.
7	Lack of warning signs or speed controls on unpaved roads bordering cattle farms	Road accidents due to speeding along cattle crossing points	UNRA Mbarara	UNRA should erect warning signs and/or install speed controls at common animal crossing points
8	Insufficient releases to the station by HQ	Failure to under planned works such as completion of drainage structures on Bihaarwe-Bwizibwera	UNRA Mbarara	UNRA should adhere to its stations work plans and budgets subject to completeness of quarterly releases by URF
9	Poor community practices such as blockage of cross drains and side drains, encroachment on road reserves	Accelerated deterioration of the road asset	UNRA Mbarara, Rukungiri DLG, Mbarara DLG;	Community sensitisation on roads related issues and on their civic responsibility to preserve the road asset.
10	Inadequate and in some cases absence of supervision vehicles	<ul style="list-style-type: none"> Shoddy works due to limited supervision of maintenance projects Project delays due to lack of service vans 	Rukungiri DLG and TCs, Mbarara DLG	Procurement of supervision vehicles for road maintenance by GoU (MoWT/URF)

S/N	Generic Findings		Agencies where found	Recommendations / Strategies for Improvement
11	Scramble for road equipment by DAs and their sub-agencies upon receipt of quarterly disbursements	Failure to implement planned works by some agencies	Rukungiri DLG	<ul style="list-style-type: none"> • DA to improve scheduling of works to make equipment sharing practicable • MoWT should consider providing additional road equipment to DAs with many sub-agencies
12	Request for emergency funding on the same road link (Ruhinda-Rwengeri) from two sources (UNRA and URF)	Double funding of road projects by different sources	Rukungiri DLG	DAs should not submit funding requests to URF for roads with pending requests made to alternative sources
13	Deterioration of roads beyond maintenance realm and are due for rehabilitation	Accumulation of road maintenance backlog	Rukungiri DLG, Mbarara MC	MoWT needs to strengthen its DUCAR rehabilitation unit to address road rehabilitation issues of LGs
14	Drainage challenges occasioned by: 1. Hilly terrain in general 2. Shortage of large diameter culverts to contain heavy volume of runoff	Road washouts during rainy season	Mbarara DLG	URF to ensure resource equitable allocation of special releases for mountainous areas
			Rukungiri DLG	MoWT to procure more steel culverts for allocation to mountainous DAs
15	Information barrier between URF and TCs regarding the 15% of IPF provision for mechanical imprest	Mischarge of expenditure and failure to repair equipments that breakdown under the TCs care	Kebisoni TC and Buyanja TC	URF to issue circular to DAs to inform the sub-agencies about changes in the planning and budgeting guidelines regarding mechanical imprest
16	Funds for payment of road gangs advanced to individual staff accounts	Misuse of road funds by the staff to whom funds were advanced	Buyanja TC, Mbarara MC	DAs should officially recruit road gangs and capture their bank details on the system to facilitate direct payments

S/N	Generic Findings		Agencies where found	Recommendations / Strategies for Improvement
17	Unstable fuel prices	Planning and implementation challenges	Rukungiri DLG and TCs	Ensure that projections during planning cater for price escalations from inflationary pressures and other related variables
18	Absence of project billboards on roads under maintenance.	Limited community awareness of road maintenance activities including URF presence	Ishaka-Bushenyi MC; Mbarara MC	DAs to always erect billboards conforming to URF specifications.
19	Exceptionally high fuel consumption for mechanised maintenance works of 2,232 litres per km compared to other DAs in the region (250 – 350 litres per km)	Misuse of fuel	Ishaka – Bushenyi MC	Improve supervision of works and monitoring of fuel utilisation by the municipal authorities
20	UGX 4.4 million for purchase of tyres for CAO's pickup which isn't attached to the works department	Misuse of road funds	Mbarara MC	DA to refund funds to road maintenance
21	Lack of a mechanical technician/mechanic	Misuse and/or disrepair of equipment and abuse of mechanical imprest	Mbarara MC	The DA should recruit a mechanic to ensure proper management of its equipment



1.0

Introduction

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 2018/19, there was a total of 170 Designated Agencies (DAs) responsible for management of maintenance of the public roads network. These included 2 Authorities (KCCA and UNRA), 127 District Local Governments (DLGs), and 41 Municipalities. The DLGs oversee town councils and sub-counties as their sub-agencies. In total there were 1,181 sub-counties and 214 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 542.517bn under the road maintenance financing plan was passed by Parliament on 01 June 2018, as part of the Works and Transport Sector Ministerial Policy Statement for FY 2018/19. By end of June 2019, the Uganda Road Fund had received a total of UGX 541.221 bn (99.8% of annual budget) from the Treasury and disbursed UGX 527.261 bn (100% 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 Q4 against annual work plans for FY 2018/19. This report presents the findings and recommendations arising from the monitoring field visits.

1.2 Scope

The scope of monitoring was for the period Q1-4 of FY 2018/19 and rolled over funds from FY 2017/18. The exercise covered input – output monitoring of selected road maintenance programmes that were planned for implementation in FY 2018/19.

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, Q4 FY 2018/19

Road Network	Project/Programme Monitored
National Roads	National Roads Maintenance Programme
	Mbarara UNRA
District Roads	District Roads Maintenance Programme
	Rukungiri DLG and Mbarara DLG
Urban Roads	Urban Roads Maintenance Programme
	Ishaka-Bushenyi MC and Mbarara MC

1.3 Methodology

The monitoring was conducted by teams of URF staff. The methodology used included the following steps:

- 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

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 20,562 km under the Uganda National Roads Authority (UNRA). The network is comprised of a network of roads totalling 10,940 km of the 'Original' network and 9,617 km 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 2018/19, the programme had an approved annual budget allocation of UGX 312.563 billion under the URF budget. Planned activities under the programme included manual routine maintenance of 17,803 km; force account mechanized routine maintenance of 5,522 km; framework contracting of 5,599 km, term maintenance of 809 km; periodic maintenance of 61.4 km; widening of gravel roads and drainage improvement on 477.4 km; improving of bottlenecks (ow lying areas) on 158.9 km; improvement of humps on 234 km; road signage installation on 3,933.4 km; street lighting on 12 km; road marking on 2,168.5 km; demarcation of road reserves on 172.7 km; operation and maintenance of 9 ferries; and operation and maintenance of 10 fixed and 10 mobile weighbridges.

Release of funds to the programme during Q1-4 of FY 2018/19 amounted to UGX 312.563 bn, representing 100% release of the approved annual budget. At the end Q4 FY 2018/19, the programme was monitored at the UNRA station in Mbarara. Findings from the monitoring are presented in the ensuing section.

2.2 UNRA – Mbarara Station

The monitoring team visited Mbarara UNRA Station on 25th to 27th July 2019 and interacted with the several station staff as well as the UNRA regional manager for Western region.

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, FY 2018/19

Item	Q1	Q2	Q3	Q4	Remarks
% of UNRA Annual budget released by MoFPED	25%	55%	75%	100%	Cumulative
Date of MoFPED release	16-Jul-2018	11-Oct-2018	08-Jan-2019	15-Apr-19	
% of UNRA Annual budget released by URF	25%	55%	75%	100%	Cumulative
Date of URF release	31-Jul-18	02-Nov-18	23-Jan-2019	26-Apr-19	
% of Station Annual budget released by UNRA/HQ	22%	39%	64%	84%	Cumulative
Date of UNRA/HQ release	22/08/2018	13/11/2018	08/02/2019	28/04/2019	Date of warrant

Item	Q1	Q2	Q3	Q4	Remarks
Delay from start of quarter	52	43	38	23	Calendar days
Delay from date of URF release	21	14	15	3	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 89% of the releases including payment for debts accrued in FY2018/19.

Table 2.2: Summary of Financial Performance at Mbarara UNRA Station, FY 2018/19

Approved Budget FY 2018/19(UGX)	Funds rolled over from FY 2015/16 (UGX)	Receipts Q1-4 FY 2018/19 (UGX)	Available Funds Q1-4FY 2018/19 (UGX)	Expenditure Q1-4FY 2018/19 (UGX)	Absorption Q1-4FY 2018/19 (%)
a	b	c	d =b+c	e	f = (e/d) x 100
4,046,557,330	-	3,397,723,850	3,397,723,850	3,346,055,543	98.5%

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, FY 2018/19

Expenditures Category	Funds rolled over from FY 2015/16 (UGX)	Releases Q1-4 FY 2018/19 (UGX)	Available Funds Q1-4FY 2018/19 (UGX)	Expenditure Q1-4FY 2018/19 (UGX)	Expenditure as a % of Available Funds
	a	b	C = a+b	d	e =(d/Σc) x 100
RMM / LBCs	-	799,551,155	799,551,155	799,550,000	23.5%
RMeM/ FA	-	732,818,188	732,818,188	732,390,685	21.6%
RMeM / Term ¹	-	-	-	-	-
PM / Contracts	-	-	-	-	-
Mechanical repairs	-	263,839,000	263,839,000	263,837,827	7.8%
Others Qualifying works	-	554,310,000	554,310,000	509,312,000	15.0%
Operational expenses	-	182,296,500	182,296,500	176,056,024	5.2%
Ferries	-	0	0	0	-
Fuel	-	864,909,007	864,909,007	864,909,007	25.5%
Total	-	3,397,723,850	3,397,723,850	3,346,055,543	98.5%

2.2.2 Physical Performance

The station had a total road network of 979.2km, of which 338.4km (35%) was paved and 640.8km (65%) was unpaved. The road network extends into 7 districts that include Mbarara, Sheema, Bushenyi, Mitooma, Rubirizi, Ntungamo and Isingiro. The condition of the paved road network was: 76.5% in good condition and 23.4% in fair condition while that of the unpaved road network was 63.5% in good condition, 26.8 in fair condition, and 9.7% in poor condition.

(Footnotes)

1 Releases for Term and periodic contracts are retained at UNRA HQ

Physical performance of road maintenance work plan for FY 2018/19 was as follows:

- Routine manual maintenance was undertaken on all roads under the station using Labour Based Contractors (LBCs);
- Routine mechanised maintenance using force account covered all 470Km of the network that were planned for the period. Additional mechanised maintenance using framework contracting was undertaken on 150km of the 281 km planned in the period;
- 115 culvert lines were also installed out of 345 lines planned for installation in FY2018/19.
- The station did not undertake any periodic maintenance due to delays in procurement of a contractor for the 30km of periodic maintenance that was planned.

The team undertook site visits to some of the roads maintained during FY2018/19 as seen in the photos below:

Bihaarwe-Bwizibwera (22km) received medium grading, spot gravelling of 5km, and installation of 8 lines of culverts in Q3 & Q4 using Force Account



One of the graveled sections at CH 16+000, The roads was generally in good condition



One of the culvert lines at CH 02+000 in need of end structures

Ntare-Mutonto-Kacwangobe rd. under Framework contract by Efra Limited. Works were ongoing including grading, spot gravelling and drainage improvement



Construction of encasement for a concrete culvert at CH01+500



Ongoing gravel works at CH07+500 of Mutonto-Kacwangobe Rd

Kikagati – Kafunjo rd. (34km) under framework contract by Wanaik Construction Company Ltd. Works undertaken include heavy grading, filling low lying areas, full graveling and drainage improvement.



The road is heavily trafficked leading to fast gravel loss and should be considered for upgrade to paved standard



Installation of utility cables by utility companies needs to be undertaken in a coordinated manner to avoid damage to roads.

FIGURE 2.1: PHOTOGRAPHS IN MBARARA UNRA

2.2.3 Utilization of Fuel

Utilization of fuel for force account works was on average 256.25 l/km as shown in Table 2.4.

Table 2.4: Fuel Consumption by Type of Operation at UNRA station in Mbarara, FY 2018/19

Operation: Routine Mechanized Maintenance (grading and spot gravelling)				
S/N	Road Name	Length maintained (km)	Fuel used (litres)	Fuel Consumption (l/km)
		a	b	C = b/a
1	Ruti Mwizi Kikagati	63.6	20351	319.9
2	Nsongezi Kyaka	13.8	4110	220.9
3	Ekitindo Kasheshe	41.1	10440	254.01
4	Kabwohe Kitagata	30	6636	221.2
5	Kyambura Katerera	27.8	3640	130.9
	Overall	176.3	45,177	256.25

One of the Station's grader UAR 418Y was sampled from the fleet of equipment and its average fuel consumption determine as 15.07 l/h or 55.5l/km worked as shown in Table 2.5.

Table 2.5: Fuel Consumption by Type of Equipment at UNRA station in Mbarara, FY 2018/19

Operation: Routine Mechanized Maintenance (grading and spot gravelling)					
Equipment Type			Grader UAJ 637X		
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	Mwizi Kikagati	30	1321	88.1	14.99
2	Kyambura Kashaka	18.6	250	17	14.7
3	Kabwohe Kikitagata	30	1200	84.4	14.2
4	Kyambura Katerera	27.8	1637	103	15.8
Total		106.4	4,408	292.5	41.42 l/km OR 15.07 l/hr

2.2.4 Utilization of Equipment and Mechanical Imprest

The station's had 69 pieces of road equipment including 19 pieces that were had been boarded off. The functional equipment include 03 motor graders, 04 Tipper Trucks, 02 loaders (one wheel and one track), 01 excavator, 01 bulldozer, 02 rollers, 10 pickup trucks and 07 motorcycles among others. The mechanical condition of the functional equipment was 34% in good condition, 64% in fair condition and 1% (the wheel loader) in poor condition.

Vehicle records are maintained for each of the different equipments. These include movement logbooks which are regularly updated with the vehicles' movements, equipment maintenance reports, and certificates of completion, vehicle inspection and needs assessment report. The full list of the equipment is attached in the annex.

The station had a budget of UGX 336.251 million for maintenance and repair of its equipment in FY2018/19 all of which was released by UNRA HQ and absorbed by the station.

Expenditure of mechanical impost on some of the equipment was as depicted in Table 2.6

Table 2.6: Mechanical Repairs at UNRA station in Mbarara, FY 2018/19

Equipment 1: EXCAVATOR JCB UAR _{342Y}			Equipment 2: CAT. M/GRADER UAR _{419Y}		
Date	Description of Mechanical Intervention	Cost (UGX)	Date	Description of Mechanical Intervention	Cost (UGX)
Q2	Minor repairs-Track link	950000	Q2	Routine service parts	6,254,000
Q3	Minor repairs-Tips & Locks	2,596,000	Q2	Minor repairs-Tandem	27,187,200
Q3	Routine service mtce parts	1,770,000	Q2	Tyre repairs	120000
Q3	Minor repair fuel system	1,923,400	Q4	Minor repairs-Hoses, Chains	9,581,600
Q3	Routine service	1,56,400	Q4	Preventive mtce	3,445,600
Q4	Minor repairs-Seals	1,581,200	Q4	Batteries	814,200
Q4	Preventive maintenance	3,941,200			
Equipment 3: MAN TIPPER UBD _{630C}			Equipment 4: FOTON TIPPER UAZ _{672X}		
Date	Description of Mechanical Intervention	Cost (UGX)	Date	Description of Mechanical Intervention	Cost (UGX)
Q1	Routine service	2,018,885	Q3	Minor repair- Brakes	2,572,400
Q3	Routine service mtce	2,324,967	Q3	Major repair-Rings	3,009,000
Q3	Minor repairs-tyres	60000	Q3	Routine service	160000
Q3	Routine service	1,282,282	Q3	Minor repairs-Tyres	80000
Q3	Routine service	2,446,626	Q4	Preventive maintenance- Battery	1,746,400
Q4	Routine service	1,454,811	Q4	Major repairs- Overhaul	5,640,400
Q4	Minor repairs-Differential seals	453,500	Q4	Preventive repair	2,100,400
Q4	Preventive maintenance	2,500,221	Q4	Major repair- Turbo charger	4,543,000
			Q4	Minor repair -Sensor	407,100
Equipment 4: MIT.L ₂₀₀ P/UP (UAT _{5331X})			Equipment 6: NISSAN H/B UAN _{454N}		
Date	Description of Mechanical Intervention	Cost (UGX)	Date	Description of Mechanical Intervention	Cost (UGX)
Q1	Routine service mtce	2,183,000	Q3	Engine Overhaul	14,602,500
Q2	Routine service mtce	1,038,400	Q4	Routine service mtce	3,492,800
Q3	Minor repairs-Clutch	3,793,700	Q4	Minor repair- Batteries	814,200
Q3	Wheel Alignment	65,000	Q4	Minor repairs Assorted parts	11,835,900
Q3	Minor repair-Studs	270,000	Q3	Engine Overhaul	14,602,500
Q4	Minor repairs-Servo	885,000	Q4	Routine service mtce	3,492,800
Q4	Preventive mtce	1,073,800	Q4	Minor repair- Batteries	814,200
Q4	Third party	76,500	Q4	Minor repairs Assorted parts	11,835,900
Q4	Wheel alignment	65,000			
Q4	Tyre repairs	20000			
Q4	Minor repairs-Studs	80000			



Some of the station's equipment in sound mechanical condition include the loaders above



Some of the station's equipment that were broken down include the flatbed truck and tipper above. The lowbed(UG 1362W) which requires repair of its broken cabin, leaking compressor, coolant reservoir and modification of the ramp can go a long way in improving mobility of other road equipment if repaired and therefore should be prioritized.

Figure 2.2: Photos of some of the road equipment at Mbarara UNRA Station

2.2.5 Stores Management at Mbarara UNRA Station

Some of the stores records books maintained included a stores ledger, requisition and issue voucher books, and goods received notes. A sample of management of stores items received and issued out at the station in the FY are shown in Table 2.7.

Table 2.7: Stores Management at UNRA station in Mbarara, FY 2018/19

S/N	Description of Stores Item	Quantity			Remarks
		Received	Issued out	Residual	
1	Bitumen 80/100	318	200	118	All items were received and/or issued for implementation of works using Force Account
2	Primer MC 70	203	63	140	
3	Cement (bags)	1228	1061	167	
4	Culverts (concrete -900mm)	83	78	5	
5	Culverts (Armco - 900mm)	192	178	14	
6	Road lime	3205	2203	1002	
7	Grader Blades	34	24	10	

2.2.6 Mainstreaming of Crosscutting Issues

The station mainstreams cross cutting issues in road maintenance in the following ways:

- a. Environmental protection is ensured through;
 - i) Emphasising dust control especially in Trading Centres while carrying out road works;
 - ii) Reinstatement of gravel borrow pits whenever works are completed
- b. Gender Equity is mainstreamed through:
 - i) Ladies are given extra points during recruitment of LBCs. The composition of LBCs has more females than males
- c. HIV/AIDS awareness is undertaken on ongoing road projects during meetings and stakeholder engagements.

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 2.8.

Table 2.8: Key Issues - UNRA Mbarara

SN	Finding	Risk/Effect	Strategies for improvement
1	Payments amounting to UGX 312M for contracts implemented during FY2018/19 carried forward to Q1 FY2019/20.	Failure to fund planned works in Q1 FY2019/20 since debts which have first call on funds in excess of the station's Q1 allocation of UGX 300M	Advocate for supplementary funding for road maintenance in FY2019/20.
2	Inadequate number of Fleet Assistants to operate the station's vehicles	<ul style="list-style-type: none"> Accidents due to illegal operation of vehicles by unauthorised personnel; Weak supervision of road projects Delays in delivery of key materials such as fuel to project sites 	<ul style="list-style-type: none"> UNRA needs to recruit more fleet assistants to match the station's fleet Relax internal policies to allow machine operators and other key staff who are qualified to drive official vehicles
3	Shortage of gravel on some projects such as Kikagati-Kafunjo Rd.	<ul style="list-style-type: none"> Escalation of unit costs due to long haulage distances Use of poor quality gravel 	Concerted efforts by MoWT and key stakeholders to strengthen research in alternative technologies and expedite rollout of low-cost seals
4	Lack of key road equipments such as a lowbed. The entire region currently shares a single lowbed	<ul style="list-style-type: none"> Project delays and failure to undertake planned works 	The station should prioritise repair of its lowbed
5	Uncoordinated activities on roads and road reserved by utilities companies such as NWSC	Escalated deterioration of roads due to failure to reinstate them to initial condition.	Creation of an inter-sector platform for UNRA, DLGs (Urban Planning Dept.) and Utilities company to streamline activities on roads.

SN	Finding	Risk/Effect	Strategies for improvement
6	Failure to adhere to the work plan by implementing works planned for Framework Contracting using Force Account	Failure to undertake planned F/A works	UNRA should ensure the capacity of contractors can meet maintenance requirements of the station.
7	Lack of warning signs or speed humps on unpaved roads bordering cattle farms	Road accidents due to temptation by motorists to speed on the well maintained smooth roads	Install speed control measures such as humps and/or warning signs at common animal crossing points.
8	Insufficient releases to the station	Failure to undertake planned works such as culvert end structures on Bihaarwe-Bwizibwera road	UNRA HQ releases to the stations need to be in line with the stations' quarterly work plans and budgets.
9	Poor community practices such as deliberate blockage of cut-off drains and cross drains.	Accelerated deterioration of roads due to poor drainage of runoff	Sensitization on road maintenance especially drainage systems to gain community cooperation.

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 2.9.

Table 2.9: Performance of UNRA Station in Mbarara

Physical Performance									
Item	Annual Planned FY 2018/19 (km)	Cum. Planned Q1-4 FY 2018/19 (km)	Achieved Q1-4 Fy2018/19 (Km)	Score (%)	Budget FY 2018/19 (UGX Million)	Weight based on budget	Weighted Score (%)	Remark	
	(a)	(b)	(c)	d=c/b	(e)	f=e/1e	g = f*d		
RMM	979	979	900	92%	799.551	0.52	47.84%		
RMeM/FA	470	470	470	100%	732.818	0.48	48.00%		
PM	30	30	0	0	n/a	0	0		
Total					1,532.369	1	95.8%	Good physical performance	
Financial Performance									
IPF (Million)	Cumm. Receipts (UGX Million)	Cumm. Exp. (UGX Million)	Absorption of Releases (%)	Annual Planned works budget	Cum. Receipt for planned works	Cum. Expenditure on achieved works	Propriety (%)	Financial Performance	Remark
(j)	(k)	(l)	m=l/k	(n)	(o)	(p)	q=p/o	r=(m+q)/2	
4,046	3,397.7	3,346.1	98.5%	2,086.7	2,086.7	2,041.3	97.8%	98.2%	Good financial performance
Performance Rating of Mbarara UNRA Station								Average Score (%)	Dashboard Color
								97%	Good performance overall

03

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 CAIP, LRDP, KIIDP, U-Growth, PRDP, NUREP, RSSP, NSADP, USMID, and RTI¹; 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 2018/19, road maintenance programmes under the DUCAR network had an approved annual budget allocation of UGX 214.735 billion funded through URF. Planned road maintenance activities on the DUCAR network included routine manual maintenance of 29,745 km; routine mechanized maintenance at of 16,831 km; periodic maintenance of 4,733 km; maintenance of bridges totaling 27 no.; and culvert installation totalling 7,430 lines.

Release of funds for DUCAR maintenance during Q1-4 FY 2018/19 amounted to UGX 214.699 billion, representing 100% of the approved annual budget. A select of agencies including Rukungiri DLG, Mbarara DLG, Ishaka-Bushenyi MC, and Mbarara MC were monitored at the end of Q4 FY 2018/19. Findings from the monitoring were as presented hereunder.

3.2 RUKUNGIRI DISTRICT LOCAL GOVERNMENT

Rukungiri DLG is located in South Western Uganda and borders, Kanungu DLG to the west, Mitooma to the east, Ntungamo to the southeast, Kabale to the south, and the Democratic Republic of Congo (DRC) to the northwest. The district has 4 town councils namely, Buyamja, Kebisoni, Rwerere and Bikurungu Town Councils each responsible for managing its respective town council roads maintenance programme.

The M&E Team was in the DLG on 22nd to 24th July 2019 and the technical officials of the district and the town councils of Kebosoni and Buyanja to establish progress of their road maintenance programmes for FY2018/19.

1 CAIP: 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

3.2.1 Background

The district roads cover a network of 346.6 km of roads all of which was unpaved. The condition of the road network was: 80% in good condition, and 20% in fair condition. None of the roads were in poor condition. The district had a total annual budget of UGX 957.665 million for road maintenance works planned under Rukungiri district and its sub-agencies for implementation in FY 2018/19 as shown in Table 3.1.

Table 3.1: Rukungiri DLG Roads Maintenance Programme – Annual Work plan FY 2018/19

Name of DA/SA	Annual Budget FY 2018/19 (UGX)	Routine Manual Maintenance (km)	Routine Mechanised Maintenance (km)	Periodic Maintenance (km)
Rukungiri DLG	702,581,768	100	129.5	0
Kebisoni TC	50,000,000	14.6	2.1	5.2
Buyanja TC	53,505,273	0	0	11.6
Rwerere TC	50,000,000	0	0	6.2
Bikurungu TC	50,000,000	0	0	5.1
CARs	175,243,690	0	28.1	0
Total	1,081,330,731	114.6	159.7	28.1

The monitoring team visited Rukungiri district, from where the following findings were observed:

3.2.2 Rukungiri district roads

Under URF funding, planned works under the district roads maintenance programme for FY2018/19 included routine mechanized maintenance of 129.5 Km and routine manual maintenance of 100 km of unpaved roads. All the works were planned to be done using force account in line with the prevailing policy guidelines.

3.2.3 Financial Performance

At the time of the monitoring field visit done in August 2018 after close of the reference financial year, the district local government had received a total of UGX 956.235 million (99.7% of IPF) of which UGX 457.567 million (48% of funds received) was transferred to district roads, UGX 449.827 million (47% of funds received) was transferred to town council roads, and UGX 48.840 million (5% of funds received) was transferred to community access roads. Table 3.2 shows the performance of downstream remittances to Rukungiri district in the time period Q₁₋₄ FY 2018/19.

Table 3.2: Downstream Remittances to Rukungiri District Roads Maintenance, FY2018/19

Item	Q1	Q2	Q3	Q4	Remarks
% of DUCAR annual budget released by MoFPED	24.4%	52.0%	75.1%	100%	Cumulative
Date of MoFPED release to URF	16-Jul-18	11-Oct-18	08-Jan-19	15-Apr-19	
% of DLG Annual Budget released by URF	24.4%	52.0%	75.1%	100%	Cumulative
Date of URF release to District LG	03-Aug-18	05-Nov-18	15-Jan-19	26-Apr-19	

Item	Q1	Q2	Q3	Q4	Remarks
Date of receipt on TSA Sub-Account / General Fund Acct.	n/a	n/a	n/a	n/a	
% of District roads annual budget released from Gen. Fund Account to works department	24.4%	46.8%	72.6%	100%	cumulative
Date of release to works department					
Delay from start of quarter					Calendar days
Delay from date of URF release					Calendar days

A summary of performance of the releases against the budget for Rukungiri district roads is shown in Table 3.3. Due to the timing of the visit, performance information was available up to Q3 and hence the information presented in Tables 3.80 and 3.81 is not for the entire FY. Absorption of funds released for the period was 92% with majority of the funds being expended on routine manual maintenance (35%) and routine mechanised maintenance (34%) while mechanical repairs took up 12% of releases and operation expenses including operations of District Roads Committees constituted 8% of released funds

Table 3.3: Summary of Financial Performance of Rukungiri District Roads Programme FY2018/19

Approved Budget FY 2018/19(UGX)	Funds rolled over from FY 2017/18 (UGX)	Receipts Q1-3 FY 2018/19 (UGX)	Available Funds Q1-3FY 2018/19 (UGX)	Expenditure Q1-3FY 2018/19 (UGX)	Absorption Q1-3FY 2018/19 (%)
a	b	c	d =b+c	e	f = e/d
702,581,769	0	509,920,362	509,920,362	469,629,304	92%

Absorption against the various expenditure categories was as shown in Table 3.4.

Table 3.4: Absorption of Available Funds by Expenditure Category on Rukungiri district roads in FY 2018/19

Expenditures Category	Funds rolled over from FY 2018/19 (UGX)	Releases Q1-3 FY 2018/19 (UGX)	Available Funds Q1-3FY 2018/19 (UGX)	Expenditure Q1-3FY 2018/19 (UGX)	Expenditure as a % of Available Funds
	a	b	C = a+b	d	e =(d/Σc) x 100
RMM / Road gangs	0	165,998,200	165,998,200	179,007,414	35%
RMeM / FA	0	199,219,985	199,219,985	175,077,830	34%
PM / FA	0	9,988,300	0	0	0%
Mechanical repairs	0	92,293,000	92,293,000	61,409,700	12%
Other Qualifying works	0	9,988,300	9,988,300	13,625,000	3%
Operational expenses	0	42,420,800	42,420,800	40,509,360	8%
Total	0	509,920,285	509,920,285	469,629,304	92%

3.2.4 Physical Performance

Performance of the district roads maintenance programme against the district's work plan up to Q3 FY 2018/19 was as follows: routine manual was undertaken to an extent of 75km (100% of what was planned) while 82km of routine mechanised work undertaken (77% of the 107km planned). No periodic maintenance was planned or implemented during the period. The district also constructed a culvert crossing along Kisiizi-Nyarurambi-Kamaga rd and repaired 2 others.

The team inspected some of the roads that were maintained during the year. Below are some of the site observations.



Kagashe-Rwakanyegero received mechanised maintenance i.e. grading, spot gravel and opening of side drains in Q3 FY2018/19



Road gang slashing along Kebisoni-Mubanga-Kihanga road. The road received mechanised maintenance in Q1 FY2018/19



Kisinamururu ARMCO steel culvert bridge constructed at CH2+400 along Kisiizi-Nyarurambi-Kamaga rd using Force Account after the road was washed out.



Kiborogota river crossing cut off at CH01+300 along Kabaraga-Murago-Nyakisoroza Rd when 4 lines of 900mm diameter concrete culverts were blocked by debris and 2 lines got washed away. On the right is the makeshift wooden crossing currently being used by pedestrians and cyclists. Vehicles can not use the road until the crossing is restored.

FIGURE 3.1: PHOTOGRAPHS OF SITES VISITED IN RUKUNGIRI DISTRICT

3.2.5 Fuel Utilization and Equipment Utility

The district used on average 348 litres of diesel for grading and spot gravelling 1km of road under routine mechanised maintenance as detailed below.

Table 3.5: Fuel Consumption by Type of Operation in Rukungiri district, FY 2018/19

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	Kashenyi- Rwengiri	10.5	3811	363
2	Kirimbe- Kagaana- Nyakisoroza	12.2	4325	354.5
3	Kazindiro- Kyaburere	10.9	3879	355.9
4	Kyomera- Ihindiro-Nyabukumba	10.5	3811	363
5	Kashenyi- Rusheshe	4.9	1559	318.2
6	Bikurungu- Kakoni	6.3	1846	293
7	Kagashe- Rwakanyegyero	8.2	2815	343.3
8	Omukiyenje- Ikona	11.1	3914	352.6
9	Rukungiri- Rubabo- Nyarushanje	27.8	9541	343.2
10	Omukikunika- Rusheshe	4.2	1424.5	339.2
11	Kisiizi- Nyarurambi- Kamaga	10.4	3759.4	361.5
12	Kakinga- Ahamuyanja	6.5	2331	358.7
13	Bwambara- Ntungwa	5.1	1783	349.6
Total		128.6	44,798.9	Average =348.3 l/km

Similarly, it was established that the district grader (UG 1697W) consumes an average of 155 litres of diesel for each km graded or 18litres per hour worked.

Table 3.6: Fuel Consumption by Type of Equipment in Rukungiri district, FY 2018/19

Operation		Routine Mechanized Maintenance (grading and spot gravelling)			
Equipment Type		Motor Grader Reg. UG 1697W			
No. of Equipment		01			
S/N	Road Name	Length of Road (km)	Fuel used (litres)	Hours worked (h)	Fuel Consumption (l/km)
		a	b		C = b/a
1	Kashenyi- Rwengiri	10.5	1,656	92	157.7
2	Kirimbe- Kagaana- Nyakisoroza	12.2	1,900	106	155.7
3	Kazindiro- Kyaburere	10.9	1,814	101	166.4
4	Kyomera- Ihindiro-Nyabukumba	10.5	1,656	92	157.7
5	Kashenyi- Rusheshe	4.9	864	48	176.3
6	Bikurungu- Kakoni	6.3	1,007	56	159.8
7	Kagashe- Rwakanyegyero	8.1	1,252	70	154.6
8	Omukiyenje- Ikona	11.1	1,718	95	154.8

Operation		Routine Mechanized Maintenance (grading and spot gravelling)			
Equipment Type		Motor Grader Reg. UG 1697W			
No. of Equipment		01			
9	Rukungiri- Rubabo- Nyarushanje	27.8	4,147	232	149.2
10	Omukikunika- Rusheshe	4.2	725	41	172.6
11	Kisiizi- Nyarurambi- Kamaga	10.4	1,498	83	144
12	Kakinga- Ahamuyanja	6.5	936	52	144
13	Bwambara- Ntungwa	5.1	734	40	143
Total		128.5	19,907	1,108	Average = 154.912 l/km OR 17.9 l/hr

The graders utility ration was estimated at 0.125 as shown in Table 3.7.

Table 3.7: Maintenance outputs against Equipment Utility at the district

S/N	Criteria	Detail	Quantity	Computation	Remarks
1	Mileage / Hours of use	Odometer Reading at Start of FY:	01498.3	a	
		Current Reading:	03318.5	b	
		Total Utility:	1820.2	C = b-a	Maintenance of DUCARs
2	Maintenance outputs	Grading (km)	209.5	d	
		Gravelling (km)	18	e	
		Total maintenance outputs: (Km)	227.5	f = d+e	
Maintenance outputs : Utility Ratio = ...km/h			0.125	f/c	

3.2.6 Utilization of Mechanical Imprest

The district owned 13 pieces of road equipment of which 6 were in good condition, 2 in fair condition and 5 in poor condition. The equipment in good condition are those that were procured by MoWT in 2017. The details are as shown in Table 3.8.

Table 3. 8: Inventory and Condition of Equipment in Rukungiri district FY 2018/19

S/N	Type of Equipment	Make	Reg. No	Capacity	Condition
1	Pick up	JMC	LG 0003-102		Poor
2	Motor grader-	Changlin	LG0001-42		Poor
3	Motor grader-	Komatsu	UG 1697W		Good
4	Wheel Loader	Komatsu	UG 1861W		Good
5	Vibro roler	Komatsu	UG 2412W		Good
6	Water Bowser	Fuso Mitsubishi	UG 2276W		Good
7	Dump Truck	Fuso Mitsubishi	UG 2234W		Good
8	Dump Truck	Fuso Mitsubishi	UG 2533W		Good
9	Dump truck	FAW	LG 0002-102		Fair
10	Pick up	Nissan Navara	UG2894R		Fair
11	Pick up	Mitsubishi L200	UG0046E		Poor
12	Dump truck	Fuso Mitsubishi	L0005-42		poor
13	Dump truck	Fuso Mitsubishi	LG012-42		poor

Absorption of mechanical imprest at the district was at 107% as shown below. The detailed breakdown by equipment is shown in the annex.

Table 3.9: Absorption of Mechanical Imprest in Rukungiri district FY 2018/19

Annual Budget for Mechanical Imprest FY 2018/19 (UGX)	Mechanical Imprest Receipts Q1-4 FY 2018/19 (UGX)	Mechanical Imprest Expenditure Q1-4 FY 2018/19 (UGX)	% of Receipts Spent
	a	b	$C = (b/a) \times 100$
125,896,873	118,072,335	126,323,780	107%

3.2.7 Emergency Works

The DA received UGX 55 million for emergency works on Ruhinda – Rwengeri which was in very poor condition and un-motorable. The emergency funds from URF were however received at a time when UNRA (Kabale Station) had intervened on the road at the district's request to ensure connectivity of the adjacent national roads on either end of Ruhinda Rwengeri Road. The emergency funds from URF were therefore diverted to other roads, namely Bikurungu-Kakoni, Kashenyi-Rusheshe, Omukikona-Kihengamo-Omukatojo roads after approval of the DRC meeting of 25/01/2019 and the District Council meeting of 14/03/2019.

S/N	Description of Emergency	Scope of emergency works	Cost (UGX)
1	Mechanised maintenance of Bikurungu-Kakoni road (6.3km)	Bush clearing, grading, spot gravel, opening of drains	14,030,760
2	Mechanised maintenance of Kashenyi-Rusheshe road (4.9)	Bush clearing, grading, spot gravel, opening of drains	10,969,240
3	Mechanised opening of Omukashenyi-Ibumba- Rusharara- Rwere road (2.9km)	Bush cutting, Road opening, grading, culvert installation, opening of drains	10,893,000
4	Mechanised maintenance of Omukikona-Kihengamo- Omukatojo road	Bush cutting, Road opening, grading, culvert installation, opening of drains	9,046,000
5	Construction of Nduruma culvert crossing at ch 10+900 along Kazindiro- Kyaburere road	Installation of 2-lines of 2500mm diameter Armco steel culverts and construction of head and wing walls	25,000,000

Other emergency works included installation of 3 lines of 1.8 metre diameter Armco culverts at Kigoye water crossing along Nyakishenyi-Marashaniro-Kyabamba road after the old 4 lines of 900mm diameter concrete culvert were washed out and 2 lines of 1.5metre diameter culverts at Rusharira crossing on the same road in Q2.



Kigoye (Left) and Rusharira (Right) water crossings on Nyakishenyi-Marashaniro-Kyabamba road were constructed in Q2 using emergency funding.



Ruhinda – Rwengeri road after UNRA's intervention (Grading/shaping and widening). The road was impassable and due for emergency works using URF funding in FY2018/19.

3.2.8 Mainstreaming of Crosscutting Issues

The district mainstreams cross-cutting issues in the following ways:

1. Gender is mainstreamed by encouraging and recruiting both men and women for road maintenance activities;
2. To conserve the environment, the district undertakes tree planting along roads under mechanised maintenance as well as ensuring restoration of borrow-pits.
3. The district involves a trained focal person in conducting HIV/AIDS awareness campaigns prior and/or during project implementation as a way of mainstreaming HIV/AIDS in road maintenance.

3.2.9 Challenges in Rukungiri DLG

Implementation challenges

- i) Lack of sound supervision transport (both motorcars and motorcycles);
- ii) Inadequacy of key road equipment (graders) and lack of others (excavator and bulldozer);
- iii) High cost incurred in acquiring/transporting the shared low-bed from Mbarara regional mechanical workshop;
- iv) Shortage of wide diameter (1500mm-2500mm) steel culverts to manage drainage challenges especially in mountainous areas.
- v) Late release of funds by URF hence delayed implementation of planned activities.

Policy Challenges

- i) High cost of inputs provided by prequalified service providers compared to cost of direct procurement;
- ii) Lengthy/bureaucratic procedures for acquiring equipment such as excavator, lowbed and bulldozer from the regional mechanical workshop in Mbarara;
- iii) Delayed intervention by MoWT to undertake rehabilitation of roads that have deteriorated beyond the maintenance realm

3.2.10 Key Issues in Rukungiri DLG

The key issues from the findings in Rukungiri DLG were as summarized in the table below.

Table 3.10: Key Issues - Rukungiri DLG

S/N	Finding	Risk/Effect	Recommendation for improvement
Rukungiri District			
1	Scramble for road equipments by the district and its many sub-agencies (4 Town Councils).	Failure to implement planned works	<ul style="list-style-type: none"> The DA should improve in scheduling of works to allow The ministry should consider additional road units for DAs with many agencies and/or vast road networks.
2	Inadequate supervision transport	Poor quality of works due to limited mobility of supervisors	GoU should acquire new stock of road maintenance supervision vehicles to replace the ones in the Local Governments.
3	Request for emergency intervention on Ruhinda – Rwengeri from two sources (UNRA and URF) in the same FY.	Multiple funding of roads by different agencies/projects.	DAs should not submit requests for emergency funding to URF for roads with pending funding requests from alternative sources unless the pending requests have been expressly rejected.
4	Many roads in the DA have deteriorated beyond maintenance and are due for rehabilitation	Accumulation of maintenance backlog	MoWT to strengthen its DUCAR rehabilitation unit to address road rehabilitation issues in the LGs.
5	Lack of key road equipments such as a bulldozer to maintain roads in hilly rocky terrain.	Roads getting cut-off	Provide specialised road equipment such as bulldozers for select DAs with rocky terrain
6	Drainage challenges on roads in hilly terrain occasioned by shortage of wide diameter culverts to contain the heavy volume of runoff water.	Roads getting cut off	<p>MoWT to procure more steel culverts for allocation to DAs with mountainous terrain.</p> <p>URF to ensure equitable allocation of special releases for mountainous areas</p>
Town Councils (Buyanja and Kebisoni)			
1	Lack of information of the 15% of IPF provision for mechanical imprest as per budget guidelines	Mischarge of expenditure and failure to repair road equipment under the TCs' care.	URF to issue circular to DAs to inform their sub-agencies of the changes in the budget guidelines regarding mechanical imprest.
2	Lack of suitable office space for the Works Department in Kebisoni Town Council.	<p>Loss of key records and road tools.</p> <p>Low staff motivation due to poor office environment.</p>	The TC should acquire suitable premises for the works department.

S/N	Finding	Risk/Effect	Recommendation for improvement
3	Lack of supervision transport (service van or motorcycle) to transport fuel and other resources to road maintenance sites	Delays in implementation of road works	Gou should procure supervision vehicles for road maintenance
4	Scramble for road equipments by the district and its many sub-agencies (4 Town Councils).	Failure to implement planned works in time	The district should coordinate equipment use in the sub-agencies by developing feasible equipment time sharing schedules.
5	Unjustifiably higher reduction in FY2019/20 IPF for Buyanja TC relative to other TCs in the district.	Loss of trust in URF's fund allocation formula.	URF should officially communicate to the TC the reason why the reduction to its IPF was higher compared to other TCs in the district.
6	Failure to recruit road gangs in the FY 2018/19 by the two TCs due to what was deemed heavy workload of 2km per person despite the revised wage rates. Manual work was undertaken by hired casual workers on a needs basis		Buyanja TC should recruit road gangs as per Force Account guidelines and Programming guidelines
7	Advance of funds for routine manual maintenance in Buyanja TC to the Town Engineer	Abuse of road funds	Recruit road gangs and have funds paid directly to their accounts
8	Lack of a physical plan for Buyanja Town Council	Uncoordinated infrastructure developments including opening of new roads.	The Town Council should develop a physical plan
9	Opening of roads without substantial traffic such as Katojo-Nyakina road in Buyanja TC which was getting overgrown with grass	Roads being reclaimed by nature and lack of value for money	TCs should desist from opening of new roads using road funds; Use of objective prioritisation tools for selecting roads for maintenance to overcome political pressure.
10	Community resistance to opening of new roads through their lands	Land compensation claims	The TCs should develop physical plans and gazette roads and road reserves to avoid conflict with residents
11	URF's failure to increase IPF of Kebisoni TC after its expansion to	Failure of the TC to maintain its additional road network	URF should fast track the review of its fund allocation formula to ensure equitable allocation of road funds.
12	Unstable prices of fuel	Planning challenges	DAs should ensure that price projections cater for price escalations due to inflationary pressures and other relevant variables.

3.2.11 Performance Rating of Road Maintenance Programme in Rukungiri District

The performance rating of Rukungiri district against Key Performance Indicators (KPIs) was as summarized in the table below.

Table 3.11: Performance Rating of Rukungiri District, Q1-4 FY 2018/19

Physical Performance									
Item	Annual Planned Quantity FY 2018/19 (km)	Cum. Planned Quantity Q1-3 FY 2018/19 (km)	Achieved QtyQ1-3 Fy2018/19 (Km)	Score (%)	Budget FY 2018/19 (UGX Million)	Weight based on budget	Weighted Score (%)	Remark	
	(a)	(b)	(c)	d=c/b	(e)	f=e/le	g = f*d		
RMM	75	75	75	100%	125.938	0.253	25.9%		
RMeM	107	107	82.4	77%	271.755	0.545	41.9%		
Crossings	2	2	2	100%	100.500	0.201	20.1%		
Total					498.193	1	87.9%	Good physical performance	
Financial Performance									
IPF (Million)	Cumm. Receipts (UGX Million)	Cumm. Exp. (UGX Million)	Absorption of Releases (%)	Annual Planned works budget	Cum. Receipt for planned works	Cum. Expenditure on achieved works	Propriety (%)	Financial Performance	Remark
(j)	(k)	(l)	m=l/k	(n)	(o)	(p)	q=p/o	r=(m+q)/2	
702.581	509.920	469.629	92%	498.193	375.200	365.200	97.3%	94.5%	
Performance Rating of Rukungiri District Local Government								Average Score (%)	Dashboard Color
								91.2%	Good performance overall

3.3 MBARARA DISTRICT LOCAL GOVERNMENT

3.3.1 Background

The district is located in Western Uganda and is traversed by a total road network of 2,022km of roads managed by the district and its sub-agencies. The district road network alone is made up of 515km of unpaved roads of which 42% was in good condition, 36% in fair condition, and 22% in poor condition. The district had a total budget of UGX 1.085 billion for road maintenance works planned under Mbarara district and its sub-agencies for implementation in FY 2018/19 as shown below.

Table 3.12: Mbarara DLG Roads Maintenance Programme – Annual Work plan FY 2018/19

Name of DA/SA	Annual Budget FY 2018/19 (UGX)	Routine Manual Maintenance (km)	Routine Mechanised Maintenance (km)	Periodic Maintenance (km)
Mbarara Dist.	869,033,711	461	118	0
Mbarara CARs	191,492,000	0	125	0
Total	1,060,525,711	461	243	0

The monitoring team visited Mbarara district 29th – 30th July 2019 and the following findings were observed:

3.3.2 Mbarara district roads

Under URF funding, planned maintenance activities under district road maintenance programme in FY2018/19 routine manual maintenance of 461 km and routine mechanized maintenance of 118 km of unpaved roads. No periodic maintenance was scheduled in the year. However, 12 lines of culverts were planned for installation. All works were planned to be undertaken using force account in line with the prevailing policy guidelines.

3.3.3 Financial Performance

In FY 2018/19, the district local government received a total of UGX 1.060billion (100% of IPF) of which UGX 869.033 million (82% of funds received) was for maintenance of district roads and UGX 191.492 million (18% of funds received) was transferred to community access roads. The performance of downstream remittances to Mbarara district in FY 2018/19 is shown below.

Table 3.13: Downstream Remittances to Mbarara District Roads Maintenance in FY 2018/19

Item	Q1	Q2	Q3	Q4	Remarks
% of DUCAR annual budget released by MoFPED	24.4%	52.0%	75.1%	100%	Cumulative
Date of MoFPED release to URF	16-Jul-18	11-Oct-18	08-Jan-19	15-Apr-19	
% of DLG Annual Budget released by URF	24.4%	52.0%	75.1%	100%	Cumulative
Date of URF release to District LG	03-Aug-18	05-Nov-18	15-Jan-19	26-Apr-19	
Date of receipt on TSA Sub-Account / General Fund Acct.	n/a	n/a	n/a	n/a	
% of District roads annual budget released to works department	22%	57%	78%	100%	cumulative
Date of release to works department	31.08.2018	21.11.2019	06.02.2019	13.05.2019	
Delay from start of quarter	61	51	36	43	Calendar days
Delay from date of URF release	28	16	21	17	Calendar days

A summary of performance of the releases against the budget for Mbarara DLG is shown below where can be seen that virtually all the funds released for the DA's road maintenance programme in FY2018/19 were absorbed.

Table 3.14: Summary of Financial Performance of Mbarara district roads in FY 2018/19

Approved Budget FY 2018/19(UGX)	Funds rolled over from FY 2017/18 (UGX)	Receipts FY 2018/19 (UGX)	Available Funds FY 2018/19 (UGX)	Expenditure FY 2018/19 (UGX)	Absorption FY 2018/19 (%)
a	b	c	d =b+c	e	f = e/d
1,060,526,406	0	1,060,526,406	1,060,526,406	1,059,696,815	99.9%

Absorption was further disaggregated by expenditure category:

Table 3.15: Table 3.13: Absorption of Available Funds by Expenditure Category on Mbarara district roads in FY 2018/19

Expenditures Category	Funds rolled over from FY 2015/16 (UGX)	Releases Q1-4 FY 2018/19 (UGX)	Available Funds Q1-4FY 2018/19 (UGX)	Expenditure Q1-4FY 2018/19 (UGX)	Expenditure as a % of Available Funds
	a	b	C = a+b	d	e = (d/Σc) x 100
RMM / Road gangs	0	455,246,662	455,246,662	435,508,939	41.1%
RMeM / FA	0	458,492,726	458,492,726	458,492,726	43.2%
PM / FA	0	0	0	0	0
Mechanical repairs	0	69,378,500	69,378,500	79,274,400	7.5%
Other Qualifying works ⁹ (Bottlenecks)	0	39,700,000	39,700,000	32,602,163	3.1%
Operational expenses	0	37,554,000	37,554,000	53,818,587	5.1%
Total	-	1,060,371,888	1,060,371,888	1,059,696,815	99.9%

3.3.4 Physical Performance

The work plan for district roads for FY 2018/19 had been progressed as follows: routine manual maintenance had been undertaken to an extent of 341 km (74% of what was planned) while all 66 km planned for routine mechanised maintenance was achieved. No periodic maintenance was planned for the period. However 12 culvert lines were installed as planned.

Photographs of some of the road maintenance works undertaken by the district FY 2018/19 are shown in the figure below.

Kashaka-Karuyenje Rd (21.5km) received shaping, spot gravelling and bush clearing in Quarters 3 and 4 under the district roads programme.



Kashaka-Karuyenje Rd (21.5km) received grading and drainage improvement (disilting and opening of side drains) in Q4 FY2018/19. However, gravelling and installation of cross culverts is needed on some spots which have started failing such as CH21+500 as seen in the photo above on the RHS.



Nyamukana-Kashuro-Kitojo-Bugamba (22Km) received grading and spot gravelling up to 3.2km in Q4. On the LHS is a gravel borrow pit which is yet to be reinstated

FIGURE 3.2: PHOTOGRAPHS OF SOME OF THE SITES VISITED IN MBARARA DISTRICT

3.3.5 Fuel Utilization

Fuel consumption on road maintenance activities was on average 489.4 litres of diesel per km of road that underwent routine mechanized maintenance (grading & spot gravelling) as detailed below. This does not include roads that underwent full gravel works.

Table 3.16: Fuel consumption by works category

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	Rubindi-Kashare (grading)	10	3,200	320
2	Ruhumba-Bwengure (grading & spot graveling)	8.5	4,570	538
3	Rutooma Modern- Ihanika (Emergency)	7.6	4,120	542
4	Ekiyenje-Nkaka (spot graveling)	2.3	2,010	874
	Total	28.4	13,900	Average =489.4

It was established that that on average, the district grader consumes on average 18.3 litres of diesel per hour worked.

Table 3.17: Fuel Consumption by Type of Equipment FY 2018/19

Operation: Routine Mechanized Maintenance (grading and spot gravelling)					
Equipment Type			Grader UG 2014W		
No. of Equipment			01		
S/N	Road Name	Road Length (km)	Total Fuel used (litres)	Hours worked (h)	Fuel consumption (l/h)
1	Nyakaguruka-Ibunga-Kabutare	2.5	736	44	16.72
2	Kashaka - karuyenje	21.5	3,010	160	18.81
3	Rubindi - Kashare	10	1,420	78	18.21
	Total	34	5,166	282	Average=151.9l/km OR 18.3l/hr

3.3.6 Utilization of Mechanical Imprest

The district received UGX 69.4 million for service and repair of its road equipment in the year as budgeted. During the year, UGX 79.3 million (114% of budget of mechanical imprest) was spent on equipment service and repair.

3.3.7 Mainstreaming of Crosscutting Issues

The district indicated that they ensure to plant trees along the roads they have maintained as a way of conserving the environment. Other crosscutting issues are mainstreamed in the following ways:

Gender: Women and youth are always encouraged to apply for routine manual maintenance opportunities under the road gang system. Presently, the road gangs' composition is predominantly female with only 24% of the workers in the road gangs being male.

HIV/AIDS: HIV/AIDS awareness is incorporated in road works. Case in point, all road activity billboards have the HIV/AIDS awareness component

3.3.8 Emergency Works

The DA received UGX 25.0 million as emergency funding in FY2018/19 for grading and spot gravel of 7.5km along along Rutooma Modern-Ihanika-Rutooma road. This accounted for only 20% of the UGX 123 million requested for the required intervention so only very critical section were addressed. The funds were all utilized and exhausted for the improvements of critical sections on 2.5km stretch out of 7.6km planned.



A section of Rutooma Modern-Ihanika-Rutooma rd after emergency repairs as per project billboard.

3.3.9 Challenges in Mbarara DLG

Implementation challenges in Mbarara district

- i) Lack of supervision and service vehicles;
- ii) Inadequate funding for the district's road network such that roads cannot be always maintained in motorable condition;
- iii) Lengthy procurement processes of Local Governments;
- iv) Lack of road reserves along district roads; and
- v) Low remuneration of machine operators and drivers

3.3.10 Key Issues Mbarara DLG

The key issues from the findings in Mbarara DLG were as summarized below:

Table 3.18: Key Issues - Mbarara DLG

S/N	ISSUE	RISK	RECOMMENDATION
Mbarara District			
	Lack of supervision vehicles	Inadequate supervision leading to shoddy works	GoU should procure pickups and motorcycles to facilitate DAs in supervision of road works.
	Absence of road signs and billboards on some roads due to vandalism	Lack of visibility of URF and loss of platforms for information dissemination about ongoing projects	Use of alternative signage materials and community sensitization on safeguarding road furniture
	Poor community practices such as blocking of side drains and offshoots along Nyamukana-Bugamba road	Accelerated deterioration of roads	Community sensitization on preserving the road asset
	Drainage challenges in hilly/mountainous sub-counties.	Road wash-outs during rainy season	

3.3.11 Performance Rating of Road Maintenance Programme in Mbarara District

The performance rating of Mbarara district against Key Performance Indicators (KPIs) was as summarized in Table 3.96.

Table 3.19: Performance Rating of Mbarara District, FY 2018/19

Physical Performance								
	Annual Planned Quantity FY 2018/19 (km)	Cum. Planned Quantity Q1-4 FY 2018/19 (km)	Achieved Qty Q1-4 FY 2018/19 (Km)	Score (%)	Budget FY 2018/19 (UGX Million)	Weight based on budget	Weighted Score (%)	Remark
	(a)	(b)	(c)	d=c/b	(e)	f=e/1e	g = f*d	
RMM	461	461	341	74%	455.247	0.485	35.8	
RMeM	66	66	66	100%	483.492	0.515	51.50	
PM	0	0	0	—	0	0	0	
Total	527	527	407		938.739	1	87.3	Good performance

Financial Performance									
IPF (UGX million)	Cumm. Receipts	Cumm. Exp.	Absorption of Releases (%)	Annual Planned works budget	Cum. Receipt for planned works	Cum. Expenditure on achieved works	Propriety (%)	Financial Performance	Remark
(j)	(k)	(l)	m=l/k	(n)	(o)	(p)	q=p/o	r=(m+q)/2	
1,060.1	1,060.1	1,059.7	99.9%	938.739	938.739	919.002	97.9%	98.8%	Good performance
Performance Rating of Mbarara district								Average Score (%)	Dashboard Color
								93.11%	Good performance overall

3.4 ISHAKA–BUSHENYI MUNICIPAL COUNCIL

3.4.1 Background

Ishaka-Bushenyi Municipal Council had a total road network of 183.7km, of which 6.7km (3.7%) was paved while 175km (96.3%) was unpaved. The condition of the paved road network was such that 40% was in good condition and 60% in fair condition. For the unpaved road network; 30% was in good condition while the remaining 70% was in fair condition.

3.4.2 Maintenance of Ishaka-Bushenyi Municipal Roads

The municipal council had a total annual road maintenance budget of UGX 1.035 billion for FY 2018/19. Road maintenance works planned under Ishaka-Bushenyi municipal council to finance implementation of road maintenance as per quantities shown in Table 3.97 as well as meet other road maintenance operation's expenses of the municipality.

Table 3.20: Ishaka-Bushenyi DLG Roads Maintenance Programme – Annual Work plan FY 2018/19

Name of DA	Annual Budget FY 2018/19 (UGX)	Routine Manual Maintenance (km)	Routine Mechanised Maintenance (km)	Periodic Maintenance (km)
Ishaka-Bushenyi MC	921,766,000	51	0	75.6

The monitoring team visited Ishaka-Bushenyi MC in 22nd and 23rd July 2019 from where the findings were as follows:

3.4.3 Financial Performance

Table 3.21 shows the performance of downstream remittances to Ishaka-Bushenyi MC in terms of timeliness and completeness as at end of FY 2018/19.

Table 3.21: Downstream Remittances to Ishaka-Bushenyi MC in FY 2018/19

Item	Q1	Q2	Q3	Q4	Remarks
% of DUCAR annual budget released by MoFPED	24.4%	52.0%	75.1%	100%	Cumulative
Date of MoFPED release to URF	16-Jul-18	11-Oct-18	08-Jan-19	15-Apr-19	
% of MC Annual Budget released by URF	24.4%	46.8%	68.1%	95.5%	Cumulative
Date of URF release to the MC	03-Aug-18	05-Nov-18	15-Jan-19	26-Apr-19	
Date of receipt on TSA Sub-Account	n/a	n/a	n/a	n/a	TSA
% of MC roads annual budget released from TSA to works department	22%	57%	78%	100%	Cumulative
Date of release to works department/ Receipting	31.08.2018	21.11.2019	06.02.2019	13.05.2019	
Delay from start of quarter	61	51	36	43	Calendar days
Delay from date of URF release	28	16	21	17	Calendar days

During the financial year, the municipal council received a total of UGX 921.766 million for maintenance of their road network accounting for 100% of its IPF for the year. During the year, the DA was able to spend all the funds disbursed to implement its road maintenance programme for the year. Expenditures were comprised of UGX 57.5 million (6% of funds released) on payment for routine manual maintenance works; UGX 731.117 million (79% of funds released) on payment for periodic maintenance works; UGX 81.0 million (9% of funds released) on service and repair of road equipment, and UGX 52.149 million (6% of funds released) on operational costs and other qualifying works as depicted in Table 3.22.

Table 3.22: Absorption of Available Funds by Expenditure Category in Ishaka-Bushenyi MC, FY2018/19

Expenditures Category	Funds rolled over from FY 2015/16 (UGX)	Releases Q1-4 FY 2018/19 (UGX)	Available Funds Q1-4FY 2018/19 (UGX)	Expenditure Q1-4FY 2018/19 (UGX)	Expenditure as a % of Available Funds
	a	b	C = a+b	D	e = (d/Σc) x 100
RMM / Road gangs	o	51,000,000	51,000,000	57,500,000	6%
RMeM / FA	o	o	o	o	o
PM / FA	o	549,750,000	549,750,000	731,117,000	79%
Mechanical repairs	o	81,037,000	81,037,000	81,000,000	9%
Other qualifying works	o	184,000,000	184,000,000	o	o
Operational expenses	o	55,979,000	55,979,000	52,149,000	6%
Total	-	921,766,000	921,766,000	921,766,000	100%

3.4.4 Physical Performance

Physical performance against the work plan for FY 2018/19 was as follows: the DA's undertook routine manual maintenance on 51 km of its network (100% of what was planned) and periodic maintenance to an extent of 62.26Km (82.4% of what was planned). In addition, 16 culvert lines were installed on the municipality's network as planned during the year. The monitoring team visited some of the roads that received road maintenance works during the year as can be seen in the figure below.



One of two 600mm diameter cross culvert lines installed on Katunju-Nyamuko Rd in Q4 FY2018/19



The entire length of Nyamuko-Rwenjeru T/C road (3.0km) was graded and graveled during FY2018/19.



Keirere- Ruhendagazi rd (1.8km) was planned for grading but works were deferred to FY 2019/20 due to lack of a grader. Materials, allowances and fuel for the planned works had already been secured before close of FY2018/19.



Kilwa-Hornby-Rugarama was graded but did not undergo gravelling due to breakdown of equipment.

FIGURE 3.3: PHOTOGRAPHS OF SOME OF THE SITES VISITED IN ISHAKA-BUSHENYI MC

3.4.5 Utilization of Fuel

Fuel consumption on road maintenance activities was on average 2,232 litres of diesel per km of road maintained which is exceptionally high compared to other DAs in the region (ranging between 200 and 350 litres per Kilometer). The roads considered are those that received routine mechanised interventions particularly grading and spot gravelling as shown below.

Table 3.23: Fuel consumption by maintenance category in Ishaka-Bushenyi MC

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	Omurushenyi - Kijumo	1.2	2,760.7	2,301
2	Bassajabalaba - Bwegiragye	2	4,620.2	2,310
3	Kashenyi-Ntaza-Kanyantama	3	6,722.0	2,241
4	Police-Kyeitembe Voc.-Ihaama	3	6,722.0	2,241
5	Baryaruha - Buramba	1.4	3,278.1	2,341
6	Nvigi-Nyamiko COU	1.7	4,147	2,440
7	Kibaare – Bwera border	1.6	3,809.8	2,381
8	St. Kaggawa, Nyabicerere – Katarimwa swamp	3	6,321.2	2,107
9	Nyakabirizi Div.- Off Market	0.7	1,293.6	1,848
10	Nyakabirizi - Kacuncu	3	6,321.2	2,107
	Total	20.6	45,995.8	Average = 2,232

3.4.6 Utilization of Mechanical Imprest

The municipality had 26 pieces of road equipment in different mechanical conditions as detailed below.

Table 3.24: Inventory and Condition of Equipment in Ishaka-Bushenyi MC FY 2018/19

S/N	Type of Equipment	Make	Reg. No	Capacity	Condition (Good, Fair, Poor)
1	Motor Grader	Changling	LG 0001-113	155,500kg	Poor-Grounded
2	Tractor	YTO X900	LG0006-113	490kg	Fair
3	Dump Truck	FAW	LG0003-113	7,050 kg	Fair
4	Lorry	TATA	LG0191-06	7000 kg	Poor/Grounded
5	Tipper Lorry	Jiefang	LG0232-01	8000 kg	Poor
6	Pedestrian Roller	FAW	-	-	Poor
7	Bitumen Boiler	FAW	-	-	Poor
8	Garbage Truck	FAW	LG0004-113	7,050 kg	Fair
9	Pick Up	FAW	LG0002-113	3,000 kg	Fair
10	Motorcycle	Jeiling	LG0007-113	-	Poor

The MC received UGX 81.039 million for service and repair of its equipment all of which was spent on the equipment. However, many of the equipment remained un-operational due to the number of repairs required for example the Grader requires an estimated 52 million to repair its transmission, radiator, hydraulic cylinder, tandem chain, and several other parts.



Grader LG0001-113 which has been grounded for 3 years.



Like this Jiefang Tipper, many of the equipment are grounded due to serious state of disrepair.



Tata Lorry LG0191-06 that received repairs to brakes, engine, battery replacement and 2 pairs of rear tyres among others

A sample of some repairs and their cost is highlighted below:

Equipment 1: Tata Lorry			Equipment 2: GRADER LG01910-06		
Date	Description of Mechanical Intervention	Cost (UGX)	Date	Description of Mechanical Intervention	Cost (UGX)
21/12/18	Repairs:	-		Repairs	4,850,400
21/12/18	Brake Linings	500,000		Service	8,060,000
21/12/18	Engine Mount	150,000		Repairs	2,020,000
21/12/18	Tyres replacement	2,705,000		Service	8,696,000
21/12/18	Battery	600,000			
Equipment 3: FAW Dump Truck LG0003-113					
Date	Description of Mechanical Intervention	Cost (UGX)			
	Service	1,488,000			

3.4.7 Stores Management

It was ascertained that the MC follows proper stores procedures to ensure that supplies are witnessed and officially received by Asst. Inventory Management Officer documented accordingly. Some of the documentation seen by the monitoring team include Goods Received Notes, Issues Vouchers, Stores Ledger Books and Stores Requisitions. Below are some of the supplies and materials received by the DA during the financial year.

Table 3.25: Some of the stores items in Ishaka-Bushenyi MC, FY 2018/19

S/N	Description of Stores Item	Quantity			Remarks
		Received	Issued out	Residual	
1	Portland Cement (Bags)	548	548	0	For stone-pitching
2	Bitumen (Drums)	37	37	0	
3	Grader Blades (Pairs)	1	1	0	
4	Tyres (Pieces)	2	2	0	Installed on Tata Lorry
5	Stone chippings (Tonnes)	30	30	0	Works on State Lodge access

3.4.8 Mainstreaming of Crosscutting Issues

Ishaka-Bushenyi MC mainstreams cross-cutting issues in by ensuring that gravel borrow-pits are reinstated and plants trees in road reserves so as to conserve the environment. In addition, road gangs and communities are sensitized about HIV/AIDS.

3.4.9 Key Issues Ishaka-Bushenyi MC

The key issues from the findings in Ishaka-Bushenyi MC were as summarized in Table 3.26.

Table 3.26: Key Issues - Ishaka-Bushenyi MC

8S/N	Finding	Risk/Effect	Strategies for improvement
1	Aged road equipment in alarming state of disrepair.	High equipment maintenance costs. Failure to undertake planned works	Review
2	Lack of key road equipment such as a motor grade	Failure to undertake planned works as was the case on Keirere- Ruhendagazi Road	GoU/MoWT should procure additional road equipment for distribution to Municipalities
3	Exceptionally high fuel consumption for routine mechanised maintenance of 2,232Km per Km compared to other DAs in the region (ranging between 250 – 350 litres per kilometer).	Mismanagement/misuse of fuel	Improve supervision of works and monitoring of fuel utilization by the Municipal authorities.
4	Absence of project billboards on roads under maintenance	<ul style="list-style-type: none"> Limited community awareness of road maintenance activities including URF presence. 	DAs should always install project billboards conforming to specifications that were disseminated by URF
5	Failure to submit quarterly progress reports to URF 2 nd & 3 rd Quarters FY2018/19		
6	Scarcity of gravel precluded works gravelling of Ntaza – Kanyantama road.	Failure to undertake planned work	Use of low-cost seals and roll out other alternative materials to gravel
7	Uncoordinated works by the different DAs in the area. For example, works undertaken on Kashenyi-Ntaza – Kanyantama Rd by the MC end at Kanyantama swamp, beyond which the road is under Bushenyi DLG jurisdiction.	Loss of value for money where roads that are worked on do not provide the necessary connectivity of communities.	Improve coordination between district and MC authorities. One way of achieving this is by ensuring that work-plans of the DAs in a given district are reviewed and harmonized by the District Road Committees.

3.4.10 Performance Rating of Road Maintenance Programme in Ishaka-Bushenyi Municipality

The performance rating of Ishaka-Bushenyi Municipality against Key Performance Indicators (KPIs) was as summarized in Table 3.27.

Table 3.27: Performance Rating of Ishaka-Bushenyi Municipality, FY 2018/19

Physical Performance									
	Annual Planned Quantity FY 2018/19 (km)	Cum. Planned Quantity Q1-4 FY 2018/19 (km)	Achieved QtyQ1-4 Fy2018/19 (Km)	Score (%)	Budget FY 2018/19 (UGX Million)	Weight based on budget	Weighted Score (%)	Remark	
	(a)	(b)	(c)	d=c/b	(e)	f=e/1e	g = f*d		
RMM	51	51	51	100%	51,000,000	0.085	8.5		
RMeM	0	0	0	-	0	0	0		
PM	75.5	75.5	62.3	82.4%	549,750,000	0.915	75.4		
Total							83.9%	Good performance	
Financial Performance									
IPF (UGX million)	Cumm. Receipts	Cumm. Exp.	Absorption of Releases (%)	Annual Planned works budget	Cum. Receipt for planned works	Cum. Expenditure on achieved works	Propriety (%)	Financial Performance	Remark
(j)	(k)	(l)	m=l/k	(n)	(o)	(p)	q=p/o	r=(m+q)/2	
921.766	921.766	921.766	100%	600.750	600.750	788.617	131%	100%	Good performance
Performance Rating of Ishaka-Bushenyi MC								Average Score (%)	Dashboard Color
								99%	Good performance overall

3.5 Mbarara Municipal Council

3.5.1 Background

Mbarara Municipal Council is located in western Uganda within Mbarara district. It has a total road network of 560km, of which 24km (4.3%) was paved while 536km (95.7%) was unpaved as at end of FY2018/19. The condition of the municipality's road network was such that 60% of the paved roads and only 18% of the unpaved roads were in good condition. About 20% of the paved roads and 60% of the unpaved roads were in poor condition. The rest were in fair condition.

3.5.2 Maintenance of Mbarara Municipal Roads

The municipal council had a total annual road maintenance budget of UGX 1.259 billion for FY 2018/19. Road maintenance works planned under Mbarara municipal council to finance implementation of road maintenance as per quantities shown in Table 3.28 as well as meet other road maintenance operation's expenses of the municipality.

Table 3.28: Mbarara DLG Roads Maintenance Programme – Annual Work plan FY 2018/19

Name of DA	Annual Budget FY 2018/19 (UGX)	Routine Manual Maintenance (km)	Routine Mechanised Maintenance (km)	Periodic Maintenance (km)
Mbarara MC	1,258,531,558	76,500,000	184,050,000	841,612,558

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

3.5.3 Financial Performance

Table 3.29 shows the performance of downstream remittances to Mbarara MC in terms of timeliness and completeness as at end of FY 2018/19.

Table 3.29: Downstream Remittances to Mbarara MC in FY 2018/19

Item	Q1	Q2	Q3	Q4	Remarks
% of MC Annual Budget released by URF	24.8%	47.2%	73.0%	100.4%	Cumulative
Date of URF release to the MC					
Date of receipt on Gen. Fund Account	30.08.2018	14.12.2018	04.02.2019	08.05.2019	
% of DUCAR annual budget released by MoFPED	24.4%	52.0%	75.1%	100%	Cumulative
Date of MoFPED release to URF	16-Jul-18	11-Oct-18	08-Jan-19	15-Apr-19	
% of MC Annual Budget released by URF	24.8%	47.2%	73.0%	100.4%	Cumulative
Date of URF release to the MC	03-Aug-18	05-Nov-18	15-Jan-19	26-Apr-19	
Date of receipt on Gen. Fund Account	n/a	n/a	n/a	n/a	TSA
% of MC roads annual budget released from TSA to works department	22%	57%	78%	100%	Cumulative
Date of release to works department/ Receipting	30.08.2018	14.12.2018	04.02.2019	08.05.2019	
Delay from start of quarter	60	74	34	38	Calendar days
Delay from date of URF release	27	39	19	12	Calendar days

During the financial year, the municipal council received a total of UGX 1.258 billion accounting for 100% of its IPF for the year. 93.5% the funds received in the year were absorbed by the MC. Expenditures were comprised of UGX 83.082 million (7% of funds released) on payment for routine manual maintenance works; UGX 125.940 million (10% of funds released) on payment for routine mechanized maintenance works; UGX 830.219 million (66% of funds released) on payment for periodic maintenance works; UGX 111.637 million (9% of funds released) on service and repair of road equipment, and UGX 25.480 million (2% of funds released) on operational expenses and other qualifying works as depicted in Table 3.30.

Table 3.30: Absorption of Available Funds by Expenditure Category in Mbarara MC, FY2018/19

Expenditures Category	Funds rolled over from FY 2015/16 (UGX)	Releases Q1-4 FY 2018/19 (UGX)	Available Funds Q1-4FY 2018/19 (UGX)	Expenditure Q1-4FY 2018/19 (UGX)	Expenditure as a % of Available Funds
	a	b	C = a+b	d	e = (d/Σc) x 100
RMM / Road gangs	0	76,500,000	76,500,000	83,082,000	6.6%
RMeM / FA	0	177,676,685	177,676,685	125,940,790	10.0%
PM / FA	0	847,985,873	847,985,873	830,218,215	66.0%
Mechanical repairs	0	85,000,000	85,000,000	111,637,393	8.9%
Operational expenses	0	60,200,000	60,200,000	10,038,300	0.8%
Other qualifying works	0	11,169,000	11,169,000	15,442,000	1.2%
Total	-	1,258,531,558	1,258,531,558	1,176,358,698	93.50%

3.5.4 Physical Performance

Physical performance against the work plan for FY 2018/19 was as follows: 33.9km of the network underwent routine manual maintenance (100% of what was planned); routine mechanized maintenance was undertaken to an extent of 42.1km (82.3% of the planned 51.15km) while periodic maintenance was undertaken to an extent of 1.25km (100 meters in excess of what was planned). One bridge planned for maintenance was not maintained. Additionally, the MC had planned to install 10no. road signs but these were not installed. The monitoring team visited some of the road maintenance works that were undertaken during the year as can be seen in the figure below.



Resealing of Rwizi Road (phase III). Works included paving, resealing of 750 meters, and drainage improvement



Joseph Kamanzi rd(2km) was graded in Q3 Fy2018/19

FIGURE 3.4: PHOTOGRAPHS OF SOME OF THE SITES VISITED IN MBARARA MC

3.5.5 Utilization of Fuel

Fuel consumption for routine mechanised operations was established as 279.14litres of diesel per kilometer of road maintained which was within the regional range. Details for the different roads are highlighted below.

Table 3.31: Fuel consumption by type of equipment in Mbarara MC

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	Rwagaju – Kishasha – Kakoma road	6.00	1,700	283.33
2	Nyakayojo – Kichwamba – Mwizi road	14.00	3,220	230.00
3	Ndahendekire road	3.50	820	234.29
4	Mugume road	2.10	690	328.57
5	Mubangizi road section 2	2.30	620	269.57

6	Kenkombe road	3.50	920	262.86
7	Karugangama road	6.00	1,940	323.33
8	Kakiika road	3.75	1,060	282.67
9	Joseph Kamanzi road	2.00	590	295.00
10	Barracks roads	4.00	1,530	382.50
11	Spenkon roads	1.50	490	326.67
	Total	48.65	13,580	Average = 279.14

Fuel consumption for the municipal grader registration number LG0001-127 was 157.86 litres per kilometer as elaborated in the table below:

S/N	Road Name	Road Length (km)	Total Fuel used (litres)	Fuel consumption (l/h)*
1	Rwagaju – Kishasha – Kakoma road	6.00	1,200	200.00
2	Nyakayojo – Kichwamba – Mwizi road	14.00	1,680	120.00
3	Ndahendekire road	3.50	480	137.14
4	Mugume road	2.10	360	171.43
5	Mubangizi road section 2	2.30	480	208.70
6	Kenkombe road	3.50	480	137.14
7	Karugangama road	6.00	1,200	200.00
8	Kakiika road	3.75	480	128.00
9	Joseph Kamanzi road	2.00	360	180.00
10	Barracks roads	4.00	600	150.00
11	Spenkon roads	1.50	360	240.00
	Total	48.65	7,680	157.86 l/km

3.5.6 Utilization of Mechanical Imprest

The municipality had 10 pieces of road equipment of which 4 were in good mechanical condition, 3 in fair condition, and 3 in poor condition as shown below.

Table 3.32: Inventory and Condition of Equipment in Mbarara MC FY 2018/19

S/N	Type of Equipment	Make	Reg. No	Capacity	Condition (Good, Fair, Poor)
1	Grader	Changlin	LG 0001 – 127	713	Poor
2	Pick-up	JMC	LG 0002 – 127	1670	Fair
3	Wheel loader	Komatsu	UAJ 794X	WA150	Good
4	Tractor	YTO	LG 0005 – 127	2300	Fair
5	Motorcycle	Jailing	LG 0006 – 127	125	Good
6	Dumper truck	TATA	UG 2915R	1516	Good
7	Dumper truck	Jiefang	LG 0240 – 01	13000	Fair
8	Dumper truck	Jiefang	LG 0241 – 01	13000	Poor
9	Bitumen distributor	FAW			Poor
10	Pedestrian roller	YTO			Good

The MC received UGX 85 million for service and repair of its equipment but spent UGX 111.6 million on the equipment meaning that the MC spent an extra UGX 26.6 million on service and repair of equipment in the year.

Table 3.33: Absorption of Mechanical Imprest in Mbarara MC, FY 2018/19

Annual Budget for Mechanical Imprest FY 2018/19 (UGX)	Mechanical Imprest Receipts Q1-4 FY 2018/19 (UGX)	Mechanical Imprest Expenditure Q1-4 FY 2018/19 (UGX)	% of Receipts Spent
	A	b	$C = (b/a) \times 100$
85,000,000	111,637,393	111,637,393	131%

From the sampled vouchers inspected, we were able to establish expenditure on service and repair of some of the major road equipment was as depicted in the table below.

Table 3.34: Mechanical Repairs and Maintenance in Mbarara MC FY 2018/19

Date	Description of maintenance / repairs	Cost (UGX)
Equipment 1: GRADER LG 0001 127		
22/05/2019	General Service	5,122,718
24/06/2019	Battery Replacement	1,767,200
22/06/2019	Parts (Cutting edges, blade, ripper tips, bolts)	3,769,400
25/06/2019	Cutting edges	4,794,000
Equipment 2: WHEEL LOADER UAJ 794X		
22/06/2019	Welding broken bucket	480,000
25/06/2019	Service	4,218,080
Equipment 3: TIPPER UG 2915R		
19/06/2019	Tyre replacement	12,117,540
24/06/2019	Assorted repairs	3,224,200
Equipment 4: Pickup LG0008-127		
25/06/2019	Tyre replacement	4,512,000

3.5.7 Emergency Works

The DA requested for UGX 101.237 million as emergency funding in FY2018/19 to install a chequered plate on Katetete Timber Bridge. URF released UGX 100 million for the project. The plate was installed at a total cost of UGX 105.3 million, which is 5.3 million in excess of the funds disbursed. Photos of the bridge after works were completed are shown below



Work involved installation of an additional metal plates below the bridge to support the timber



Additional works involved construction of pedestrian walkway and guard rails along the bridge.

Figure: Katete Timber Bridge underwent emergency works in FY2018/19

3.5.8 Mainstreaming of Crosscutting Issues

Crosscutting issues were mainstreamed in road maintenance by ensuring that the Environmental Officer is involved at all stages of road maintenance from planning to implementation and supervision. This way, environmental mitigation measures such as tree planting, reinstatement of borrow pits as well as social issues such as HIV sensitization, procurement of protective gears for workers etc. are included in road maintenance budgets. Presently, 20% of road gangs are female workers.

Supervision is done to ensure implementation is according to plans and that they comply with environmental and social safeguards. The Environmental officer certifies all works for compliance to environmental and social safeguards before payments can be effected.

3.5.9 Key Issues Mbarara MC

The key issues from the findings in Mbarara MC were as summarized in Table 3.35.

Table 3.35: Key Issues - Mbarara MC

S/N	Finding	Risk/Effect	Strategies for improvement
1	Lack of key equipment such as excavator, motorgrader, bitumen sprayer, chip spreader etc	<ul style="list-style-type: none"> Escalation of cost of F/A works due to hire of equipments 	MoWT should procure the necessary road equipment for Urban Councils
2	Absence of project billboards on roads under maintenance	<ul style="list-style-type: none"> Limited community awareness of road maintenance activities including URF presence. 	DAs should always install project billboards conforming to specifications that were disseminated by URF
3	Use of mechanical imprest to purchase car tyres worth UGX 4.412 million for CAO's pickup (LG0008-127) which is not attached to the works department.	Shortage of funds to repair and service road equipment	Funds should be refunded by the DA
4	Lack of a mechanical technician / mechanic	Disrepair of equipment	Mbarara MC should recruit a mechanic
5	Lack of equipment utility repair records	Misuse and/or disrepair of equipment and abuse of mechanical imprest	The DA should recruit a mechanic to ensure that proper management of road equipment

S/N	Finding	Risk/Effect	Strategies for improvement
6	Payment of wages for road gangs to staff account (Roads Overseer)	Abuse of funds	The DA should capture road gangs bank details on the system so that funds are paid directly to their accounts

3.5.10 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 3.36.

Table 3.36: Performance Rating of Mbarara Municipality, FY 2018/19

Physical Performance									
	Annual Planned Quantity FY 2018/19 (km)	Cum. Planned Quantity Q1-4 FY 2018/19 (km)	Achieved QtyQ1-4 Fy2018/19 (Km)	Score (%)	Budget FY 2018/19 (UGX Million)	Weight based on budget	Weighted Score (%)	Remark	
	(a)	(b)	(c)	d=c/b	(e)	f=e/1e	g = f*d		
RMM	33.9	33.9	54.9	162%	76.500	0.07	11.2%		
RMeM	51.15	51.15	42.1	82%	177.676	0.16	13.2%		
PM	1.25	1.25	1.25	100%	847.985	1.77	76.9%		
Total						1	101.4%	Good physical performance	
Financial Performance									
IPF	Cumm. Receipts	Cumm. Exp.	Absorption of Releases (%)	Annual Planned works budget	Cum. Receipt for planned works	Cum. Expenditure on achieved works	Propriety (%)	Financial Performance	Remark
(j)	(k)	(l)	m=l/k	(n)	(o)	(p)	q=p/o	r=(m+q)/2	
1,258,531,558	1,263,898,116	1,176,359,698	93.5%	1,102,162,558	1,102,162,558	1039241005	94.3%	93.6%	Good financial performance
Performance Rating of Mbarara MC								Average Score (%)	Dashboard Color
								97.65%	Good performance overall

04

Key Issues, Risks
and Recommended
Actions

4.0 KEY ISSUES, RISKS AND RECOMMENDED ACTIONS

4.1 National Roads

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

Issues and Risks

- i. Mismatch in quarterly release of funds for fuel, maintenance of equipment, and road works - There is a risk of failure to implement planned works within the FY.
- ii. Damage of some paved and unpaved roads by trucks overloaded with limestone slates - There is a risk of quick deterioration roads.
- iii. Scarcity of gravel for roadworks leading to long haulage distances - There is a risk of high unit cost of road maintenance.
- iv. Use of manual systems particularly in stores management and road maintenance planning - There is a risk of errors/loss of records; inconsistencies in plans.
- v. Obsolete equipment prone to frequent breakdowns and lack of suitable equipment for emergency response - There is a risk of slow progression of works; traffic flow interruptions; and higher unit rates for maintenance activities.
- vi. Long procurement lead times for various station requirements due to centralization of all procurements within the value of UGX 200 million to regions - There is a risk of delayed implementation of planned works and loss of funds to Treasury at the end of FY.
- vii. Very steep roads in some areas like Bundibugyo that were unsuitable for vehicular transport - There is a risk of unviable roads.
- viii. Over commitment on contracted works such that call-off orders were outstripping available funds in the budget - There is a risk of accumulation of unpaid certificates/ arrears.
- ix. Failure to undertake roadworks within standard widths and to exploit gravel sources in road reserves due to encroachments on road reserves - There is a risk of narrow roads and safety hazard to neighbouring developments.
- x. Non-maintenance of records for used stores items - There is a risk of loss of used stores items before disposal.
- xi. 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 rationalize and match fuel allocations and releases for equipment upkeep to funds released to stations for roadworks.
- ii. MoWT should issue a restraining policy for overloading on gravel roads; and, UNRA should be vigilant with axle load control on the affected roads.
- iii. UNRA should fully embrace use of low cost sealing technology in areas where gravel has been depleted.
- iv. UNRA should prioritise migration to compute-aided systems.
- v. UNRA should prioritise re-equipment of the stations or package framework contracts for emergency response.
- vi. UNRA should review and improve efficiency of procurement at Stations.
- vii. UNRA should undertake alternative route surveys and re-route the steep roads to within acceptable slopes for vehicular transport.
- viii. UNRA should put in place measures for strict budget controls.
- ix. UNRA should undertake road reserve demarcation on the entire national roads network; sensitize road side communities to steer clear of the road reserves; and conduct forceful evictions where amicable vacation of road reserves cannot be reached.
- x. UNRA should maintain records for used stores items like tyres, cutting edges etc. until completion of the disposal process.
- xi. UNRA should 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 Growing scarcity of gravel for roadworks leading to long haulage distances.
There is a risk of high unit cost of road maintenance.
- 2.0 Difficulty in time sharing of district equipment given the huge number of town councils and sub-counties.

There is a risk of delayed implementation of planned works/ use of expensive hired equipment.
- 3.0 Understaffing in the works and technical services department especially mechanical personnel, operators and works supervisors.

There is a risk of failure to adequately manage the road maintenance programme under Force Account Policy.

- 4.o Inadequate equipment as local Governments still lacked some basic equipment like low bed, excavator, bulldozer, vibro roller etc. yet there was difficulty in accessing zonal equipment.
- There is a risk of slow progression of works; traffic flow interruptions; and higher unit rates for maintenance activities.
- 5.o 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.
- 6.o Absence of project billboards on roads being maintained using URF funding.
- There is a risk of diminished visibility of URF.
- 7.o Lack of reliable supervision transport as the LGs lacked sound supervision cars and motorcycles.
- There is a risk of value loss through shoddy work.
- 8.o 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.*
- 9.o Intermittent heavy rains causing road washaways and a high rate of gravel loss on the roads.
- There is a risk of a heavy road maintenance burden.*
- 10.o 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.*
- 11.o Failure to undertake roadworks within standard widths and to exploit gravel sources in road reserves due to encroachments on road reserves.
- There is a risk of narrow roads and safety hazard to neighbouring developments.*
- 12.o Insufficient training for equipment operators – The one month duration of training was inadequate.
- There is a risk of premature failure of equipment; safety hazard; and higher unit costs for road maintenance.*
- 13.o Unsupported expenditures.
- There is a risk of misuse of funds.*
- 14.o Low absorption of funds due to difficulty in registering suppliers on IFMS.
- There is a risk of delays in implementation of planned works.*
- 15.o Discrepancy between the works in the funded work plans and the works under implementation.

There is a risk of difficulty in accountability and oversight.

- 16.o Misuse of the wheel loaders in excavation of gravel.

There is a risk of damage to the equipment.

- 17.o Non-remittance of withholding tax.

There is a risk of garnishing of road maintenance funds.

- 18.o Inaccurate reporting on physical progress of works.

There is a risk of irregularities in accountability of funds.

- 19.o Unsecured advances to fuel stations, which frequently change ownership.

There is a risk of loss of funds.

Recommendations.

1. URF to support DAs to roll out use of several alternative road surfacing materials previously researched on.
2. MoWT should streamline accessibility to equipment by sub-agencies.
3. URF to engage MoFPED to raise the wage bill and lift the ban on recruitment of staff in Local Governments
4. MoWT should fast-track establishment of zonal centres and streamline access to zonal equipment.
5. URF to develop standard forms and disseminate them to all LG DAs to guide them in required record keeping under force account.
6. DAs should erect project billboards for all major road maintenance works especially for periodic maintenance works.
7. URF to consider allowing DAs to prioritise procurement of supervision transport in FY 2019/20 using road maintenance budgets within guided caps.
8. 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.
9. URF to prioritise DAs in allocation of emergency funds.
10. MoWT should provide a strategy for improving turnaround time for mechanical repairs at the regional mechanical workshops in order to improve the effectiveness of the force account scheme.

11. LGs should make use of community mobilisation in acquiring land for roadworks and tree planting for road reserve demarcation.
12. MoWT should review the duration and content of the training given to operators in order to improve its usefulness.
13. URF to audit to rule out misuse of funds.
14. MoFPED should train DAs and improve timeliness of registration of suppliers.
15. Agencies should, going forward, ensure prompt submission of revised work plans as and when changes are made..
16. Agencies should explain the equipment misuse.
17. Agencies should adduce evidence of payment of withholding tax.
18. Agencies should desist from misreporting.
19. Agencies should use fuel cards and desist from giving unsecured advances for fuel.

ANNEX 1: OFFICIALS MET DURING MONITORING

Institution	Position of Responsibility	Name
National Roads Maintenance Programme		
UNRA Mbarara	Regional Manager	Bennice Kiganda
	Station Manager	Asiimwe Jacob
	Maintenance Engineer	Komuhangi Brenda
	Mechanical Supervisor	Baboola David
	Accountant	Muhumuza Ronald
	Accounts Intern	Ayamba Sandra
	Town Clerk Kebisoni TC	Najunah Charles
	Town Engineer Kebisoni TC	Takumushabe Emmy
	Ag. T/Engineer (Buyanja TC)	Alex Karamuzi
	Town Clerk (Buyanja TC)	Prosper Tagobya
	Snr Treasurer (Buyanja TC)	Roy Bimbona
District, Urban and Community Access Roads Maintenance Programme		
Ishaka-Bushenyi MC	Deputy Town Clerk	Muhanguzi Didas
	Mechanical Technician	Samuel Ndyaguma
	Asst. Eng. Officer	Banyenzaki Adam
	Finance Officer	Nayeembera Emmanuel
	Asst. Inventory Mgt Officer	Katungye Wilber
Mbarara DLG	Chief Administrative Officer	Kweyamba Ruhemba
	Civil Engineer	Bananuka William
	Senior Accounts Asst.	Nakasiiti Safina
Mbarara MC	Asst. Eng. Officer	Atukwasa Aggrey
	Environmental Officer	Tumwebaze Francis



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