



ROAD MAINTENANCE MONITORING FINAL REPORT

QUARTER 1 FY 2015/16 (July – September 2015)

UNRA Station

Kitgum UNRA Station

District Local Governments

Kitgum, Lamwo, Pader, Agago and Otuoke



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FOREWORD

This is a monitoring report of road maintenance programmes funded by Uganda Road Fund (URF) in the FY 2015/16 covering the period July – September 2015 for one UNRA Station, viz. Kitgum UNRA Station and five Designates Agencies (DAs) including Kitgum, Lamwo, Pader, Agago and Otuuke District Local Governments. UNRA is the DA and its field stations are sub-units of analysis that are monitored and evaluated.

In the FY 2015/16 Performance Statement and the One Year Road Maintenance Plan, URF committed to monitor and evaluate its operations and performance of designated agencies. This is an instrument the Fund employs in assessing the efficiency and effectiveness of its road maintenance funding strategies as mandated to it by the URF Act, 2008. It also comprises one of the key functional pillars used by the Fund to track implementation of its performance agreements with designated agencies each financial year.

It is hoped that readers find this report useful as a source of data and information in line with our core values of Prudence, Transparency, Integrity, and Value. Comments that are aimed at improving the quality of our business processes and future reports are very much welcome.

Eng. Dr. Michael M. Odongo

Executive Director

16 November 2015

EXECUTIVE SUMMARY

1.0 INTRODUCTION

This is the fourth report of the frame work contract between URF and M/s Dativa and Associates. It covers Quarter 1 of financial year 2015/2016 for Kitgum UNRA station and Kitgum, Lamwo, Pader, Agago and Otupe District Local Governments. These six agencies were assessed under Call off Order 4 dated 3rd July 2015 as issued by Uganda Road Fund (URF) to M/s. Dativa and Associates under a framework contract (Ref. URF/SRVCS/13-14/00036). The agencies are part of the one hundred and thirty five (135) URF DAs, including Uganda National Roads Authority (UNRA) for national roads, Kampala Capital City Authority (KCCA) for capital city roads, 22 Municipal Councils for municipality roads; and 111 District Local Governments for District, Urban, and Community Access Roads (DUCARs).

URF provides financial resources for road maintenance through disbursements to DAs which are mandated to manage public roads. Monitoring and Evaluation (M&E) is one of the mechanisms employed by the URF Board in the collection of data and information on DAs, and in tracking their performance in accordance with provisions of bilateral agreements (URF-DA) in particular and the URF Act in general.

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

1.1 OVERALL OBJECTIVES OF THE ASSIGNMENT

The overall objective of the assignment required an assessment of the extent to which the objectives of URF were being met with reference to the Key Performance Indicators (KPIs) set out in the performance agreements with DAs and the One Year Road Maintenance Plan (OYRMP). The M&E also aimed at generating lessons learnt and best practices for continuous improvement. The report considered Quarter 1 of financial year 2015/2016 for Kitgum, Lamwo, Pader, Agago and Otupe District Local Governments and Kitgum UNRA station. The field work was conducted from 18th October – 3rd November 2015.

1.2 SPECIFIC OBJECTIVES OF THE ASSIGNMENT

The specific objectives of the assignment included the following:

- a) To ensure effective and timely monitoring of the implementation of performance agreements signed between URF and DAs;
- b) To ensure timely production of M&E reports to inform decisions in the key operations of the Fund;
- c) To ensure effective collection of data on condition of public roads and identification of the various relevant parameters that directly affect delivery of road maintenance services; and
- d) To ensure recurrent identification of key policy issues for the attention of the Fund Board, and lessons for continuous improvement.

1.3 SUMMARY OF ANALYSIS AND MAIN FINDINGS

1.3.1 Activities undertaken and their relevance to road maintenance

Across all the DAs visited, four major categories of activities were undertaken that had relevance to road maintenance. They were:

- a) Planning, which included developing work plans and budgets;
- b) Engineering works, which included i) Routine Manual Maintenance, ii) Routine Mechanised Maintenance including term maintenance, and Periodic Maintenance.
- c) Administration of axle load control weighbridges (concerns national roads only).
- d) Operation and repairs of road equipment which included:
 - Servicing the Chinese road equipment on guarantee by the supplier,
 - Training road equipment operators.
- e) Support services to road maintenance activities which included:
 - Overall and road maintenance planning work under Medium Term Framework (MTF), Annual and Quarterly plans
 - Procurement and recruitment
 - Disbursement of road funds
 - Storage and dispensing road materials
 - Accounting and executing payments
 - District Roads Committee operations
 - Environmental, health and gender issues mainstreaming
 - Road supervision, monitoring and evaluation.

1.3.2 Performance of road maintenance programmes

A procedure for rating DAs' performance was undertaken and Table A below gives the summary of findings:

Table A: National Roads Maintenance Programme

Agency	Performance Rating (%)			Performance Category
	Physical Performance	Financial Performance	Overall Performance	
Kitgum UNRA Station	53.0%	75.5%	64.3%	Fair
Performance National Roads	53.0%	75.5%	64.3%	Fair

B: DUCAR Maintenance Programme

The rating of DAs' performance under the DUCAR is summarised in **Table B** below. It indicates individual agency performance in physical, financial, overall and using evaluation dashboard colours where *Green*, is good, *Amber*, is fair and *Red* for poor as depicted by **Table B1**.

Table B: Agency by agency DUCAR performance ratings

Agency	Performance Rating (%)			
	Physical Performance	Financial Performance	Overall Performance	Performance Category
Otuke DLG	32.4%	47.3%	39.9%	Fair
Kitgum DLG	16.7%	30.2%	23.5%	Poor
Agago DLG	15.6%	28.5%	22.1%	Poor
Lamwo DLG	6.7%	3.9%	5.3%	Poor
Pader DLG	0%	1.3%	0.7%	Poor
Average Performance DUCAR	14.3%	22.2%	18.3%	Poor

The overall average performance of DUCAR was 18.3%, with a physical performance of 14.3% and financial performance of 22.2%. Overall performance of Otuke DLG (39.9%) was rated as fair and the best in the lot visited under Call off order number 4. All other DAs were rated poor, the worst being Pader (0.7%) followed by Lamwo (5.3%). In many agencies, no work was undertaken during the quarter monitored.

Table B1: Performance Rating Legend

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

2. KEY GENERAL AND SPECIFIC FINDINGS

A1: National Roads

In FY 2015/16, the programme had an approved annual budget allocation of UGX 267.9 billion under the URF budget. Planned activities under the programme included routine manual maintenance of 8,600km at an estimated cost of UGX 8.96bn; routine mechanized maintenance of 6,500km at an estimated cost of UGX 24.5bn; term maintenance contracts of 10,000km at an estimated cost of UGX 68bn; periodic maintenance of 3,012km at an estimated cost of UGX 88bn; routine/periodic maintenance of 357 bridges at an estimated cost of UGX 5.4bn; operation and maintenance of 15 axle load control weighbridges at an estimated cost of UGX 6.5bn; operation and maintenance of 9 ferries at an estimated cost of UGX 9.5bn; other qualifying works including plant and equipment maintenance, road materials and tools, national road network condition assessment and quality assurance, and alternative technology / low cost surfacing technology at an estimated cost of UGX 29.9bn; road safety activities at an estimated cost of UGX 14bn; and operational expenses estimated at UGX 10bn.

This report covers monitoring at Kitgum UNRA Station for the quarter ended September 2015 (FY 2015/16). Kitgum UNRA Station is one of the 22 stations across the country with the responsibility of maintaining the national road network in the districts of Kitgum, Lamwo, Pader and Agago DLGs. The Station is in charge of a road network of 1,065.8Km, though only 931.8Km is available for maintenance, with the Aswa Bridge – Kitgum – Musingo road, 133 Km undergoing upgrading.

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

- i. 75% of planned Routine manual maintenance in Q1 had been undertaken by the agency; and
- ii. 51.8% of planned Routine mechanised maintenance in Q1 had been executed.

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

Kitgum UNRA station received funds totalling UGX 1,021,557,016 in Q1; out of which UGX 300,000,000 was transferred to Abubaker Technical Services to support on-going works on Seeta-Namugongo road. The balance available for the Station was UGX 721,557,016, out of which UGX 544,777,109 (75.5%) had been utilized at the time of field work and UGX 176,779,907 unutilized.

The Consultant noted that UGX 108,331,900 was diverted to facilitate a retreat for members of Physical Infrastructure Committee of Parliament and UNRA management at Jinja Nile Resort Hotel and had not yet been refunded by the time of monitoring. A summary of findings and recommendations is given in the Table A1 below:

Table A1: Key Issues in Kitgum UNRA Station – Q1 FY 2015/16

Ref.	Finding	Risk/Effect	Strategies for improvement
1.	Drainage works inadequately addressed; side drains partially blocked, culvert partially blocked, mitre drains not opened and flooding witnessed for the urban roads	Rapid road deterioration.	URF should direct UNRA to adequately address drainage works.
2.	Failure to pay contractors on time.	Stalled works.	URF should instruct UNRA to settle contractors' certificates timely.
3.	Borrow pits along Namokora – Adilang road at Km46.4, Km49.9 and Km54.5 not reinstated.	Environmental hazard	URF should instruct UNRA to ensure environmental issues are addressed.
4.	Reallocation of UGX 300m to support works on Seeta-Namugongo road in preparation for Pope visit.	Non-performance of planned activities.	URF should require UNRA DA to explain the reallocation of UGX 300m.
5.	Diverting road funds - UGX 108,331,900 (15% of funds available-UGX 721,557,016) was diverted by UNRA to facilitate a retreat with physical infrastructure committee of parliament	Non completion of planned works.	URF should instruct UNRA to refund diverted funds.
6.	Payments totaling to UGX 31,631,100 were not supported with goods received note, time sheets, activity reports and defect reports.	Expenditure incurred not meeting objectives of URF.	URF should task Kitgum UNRA to fully account for all expenditures made using road funds.
7.	Late release of funds by UNRA head office.	Non completion of planned work.	URF should engage UNRA to ensure timeliness in funds disbursements.
8.	Failure of UNRA Station Engineers to participate in DRC meetings.	Uncoordinated road maintenance works efforts.	URF should continue to encourage Station Engineers to participate in DRC meetings of the districts where the station premises are located.

B1: DUCAR Network

The URF budget for road maintenance programmes under the DUCAR network for FY 2015/16 had an approved annual budget allocation of UGX 146.440 billion. This report covers monitoring at selected agencies including Lamwo, Kitugm, Pader, Agago and Otuken DLGs.

Table B1: General findings in DUCAR Agencies under Call-Off order No. 4: Q1 FY 2015/16

Ref.	General findings		Strategies for improvement
	Finding	Risk/effect	
1.	Road equipment: Inadequate and frequent breakdown	Poor quality road works and high maintenance costs.	URF should engage MoWT to streamline acquisition and lifecycle management of equipment.
2.	Inadequate and unstable staffing	Poor quality of implementation of works.	<ul style="list-style-type: none"> URF should engage Ministry of Public Service to review the scheme of work for Engineers at the agencies. Build capacity of support staff.
3.	Low payment rates for road gangs.	Failure to attract adequate labour.	URF should undertake a review of rates.
4.	Substantial delays in procurement of providers.	Failure to execute works under contracts in the FY.	<ul style="list-style-type: none"> URF should advise DLGs to provide funds to the PDU to ensure delays are avoided. URF should advise DLGs to always expedite the procurement process.
5.	Inaccessibility of the Zonal equipment.	Hiring of private equipment that escalates road maintenance costs.	URF should engage MoWT to review the Zonal equipment policy, so that equipment is more readily available.
6.	Poor management of Routine Manual Maintenance (RMM).	Fast road deterioration.	URF should engage DAs to effectively execute RMM.
7.	Delayed transfer of funds from MoFPED to DAs and from the DAs to Sub agencies.	Delays in implementation of planned road maintenance works.	<ul style="list-style-type: none"> URF should engage MoFPED to release funds at the beginning of the quarter. CFOs should always advise the CAOs to ensure that funds are disbursed to sub-agencies timely.

Table B2: Specific findings in DUCAR Agencies under Call-Off order No. 4: Q1 FY 2015/16

Ref.	Finding	Agency where observed	Risk/Effect	Strategies for improvement
1.	Poor handling of procurement for concrete culverts.	Kitgum DLG	Multiple handling leading to breakages.	URF in liaison with PPDA should issue guidelines on procurement and handling of road construction materials.
2.	Culvert approaches are too sharp.	Agago Pader DLGs	Traffic accidents	URF should instruct the DAs to make gentle culvert approaches.
3.	Poor drainage in TCs	Pader, Otuke, Patongo, Kalongo and Agago TCs	Flooding	URF should support TCs to develop road drainage master plans to improve efficient drainage.
4.	Deliberate blockage of offshoots by locals, thus interfering with the commencement of works due to land compensation issues.	Lamwo TC, Padibe TC Agago DLG	Fast road deterioration and stalled implementation of works.	URF should develop a mechanism of handling land related issues and accordingly advise DAs.
5.	Poorly executed mechanised maintenance; not fully carrying out an activity according to engineering principles	Otuke Lamwo DLGs	Fast road deterioration.	URF should engage DAs to effectively execute Mechanised Maintenance.
6.	Special projects poorly managed; sequence of activities especially tarmacking, drainage works not carried out rightly and also spray rates are highly exaggerated	Lamwo Otuke TCs	Poor quality works.	URF should devise an efficient and effective mechanism for implementation and supervision of special projects.
7.	Poorly managed drainage structures; river training not carried out and lack of warning signs	Lamwo Agago Kitgum DLGs	Accidents and flooding	URF should instruct the DAs to observe national guidelines on management of drainage structures.
8.	Bank reconciliation statements prepared by accountants not reviewed by superiors	Lamwo DLG, Padibe TC	Errors of omission or commission could pass undetected.	URF should require DAs to always ensure review of prepared accounting records and strict adherence to accounting procedures
9.	Comingling of URF expenditure records with other sources.	Lamwo, Otuke DLGs	Lack of audit trail for expenditure made using URF funds.	URF should require DAs to maintain separate books of accounts for URF expenditures.
10.	Unsupported payments totalling UGX 351,795,500; Lamwo DLG (UGX 960,000), Lamwo TC (UGX 232,418,011) Kitgum TC (UGX 14,103,000), Agago DLG (UGX 23,969,089), Otuke DLG (UGX 2,185,000) and Otuke TC (UGX 78,160,400).	Lamwo DLG Lamwo TC Kitgum TC, Agago DLG Otuke DLG Otuke TC	Expenditure incurred not meeting URF objectives.	URF should instruct DAs to ensure road funds are accounted for or refunded.
11.	Missing payment vouchers totalling UGX 26,972,000.	Lamwo TC	Payments made not meeting the objectives of URF.	URF should task the DA to account for the missing payment vouchers or refund the money.
12.	Unwarranted prepayments to providers and staff.	Kitgum DLG	Non-performance and possibility of financial loss.	URF should direct DAs to stop prepayments.
13.	Poor Stores management - no stores ledgers.	Kitgum and Otuke DLGs Otuke TC.	Risk of mismanagement of stores.	URF should train DAs in stores management for successful operations under the force account system.
14.	Internet challenges affecting effectiveness of the IFMS.	Pader DLG	Failure to process payments on time.	URF should engage MoFPED to stabilise internet connectivity.
15.	Reduced attention to HIV issues when carrying out road maintenance works	Kitgum DLG	Poor health.	URF should task DA to ensure cross-cutting issues are addressed.
16.	Failure to reinstate borrow pits	Pader DLG Padibe TC	Environmental degradation	URF should instruct the DAs to always reinstate borrow pits that are opened during force account works.

3. KEY POLICY ISSUES FOR THE ATTENTION OF THE BOARD

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

- i. A policy should be developed for rehabilitation / tarmacking urban roads.
- ii. URF should support urban LGs to develop road drainage master plans to improve efficiency of drainage systems.
- iii. A policy should be developed for handling land related issues for all DAs.
- iv. URF should sponsor a policy on selection of road equipment, bearing in mind lifecycle costs and sustainability issues.
- v. URF should sponsor a review of scheme of service for Engineers bearing in mind the capacity to attract and retain them at LGs.
- vi. URF should engage MoWT to develop competitive rates for road gangs.
- vii. The Board should consider flying road gangs in road maintenance guidelines especially for sparsely populated areas. Alternatively, the use of herbicides should be studied for control of bushes.
- viii. Operational funds disbursed to DAs should include support for procurement activities, just like it is done for Monitoring and Evaluation.
- ix. In line with the increased number of Districts, URF should liaise with MoWT to set up more Zonal equipment centres and adequately capacitate them.
- x. Harmonisation of Districts and Sub DA Roads Committees, integrating UNRA and LGs. The Policy should require UNRA Station Engineers and Town Clerks to be represented in respective Roads Committees.

TABLE OF CONTENTS

FOREWORD.....	ii
EXECUTIVE SUMMARY.....	iii
LIST OF TABLES.....	xii
LIST OF FIGURES.....	xiv
LIST OF ABBREVIATIONS AND ACRONYMS.....	xv
1.o INTRODUCTION.....	1
1.1 Description of the report.....	1
1.2 Background to URF and its Designated Agencies in the Call-off order No.4.....	1
1.3 Purpose of the assessment.....	2
2.o METHODOLOGY OF THE MONITORING AND EVALUATION.....	4
2.1 General approach, methods and tools.....	4
2.2 Specific M & E activities.....	5
3.o DATA PRESENTATION, ANALYSIS AND MAIN FINDINGS.....	8
3.1 Observed Activities and their relevance to road maintenance.....	8
3.2 Extent of performance in light of KPIs.....	10
3.3 Quarterly releases and utilisation of funds in relation to approved plan.....	10
3.4 Physical and financial performance rating.....	11
3.5 Emerging average unit rates of routine & periodic road maintenance activities.....	11
3.6 Organisation & financing of roads against key performance criteria.....	12
3.7 Bottlenecks in utilisation of funds by DAs & current methods to address them.....	13
3.8 Attributes of efficient and effective Monitoring and Evaluation System.....	13
3.9 Lessons Learnt.....	14
3.10 Recommendations.....	14
3.11 Mainstreaming of Crosscutting Issues.....	15
4.o NATIONAL ROADS MAINTENANCE PROGRAMME.....	16
4.1 Kitgum UNRA Station.....	16
5.o DISTRICT, URBAN AND COMMUNITY ACCESS ROADS (DUCAR) MAINTENANCE PROGRAMMES.....	25
5.1 Lamwo District Local Government.....	25
5.2 Kitgum District Local Government.....	35
5.3 Pader District Local Government.....	44
5.4 Agago District Local Government.....	51
5.5 Otuke District Local Government.....	60
APPENDIX 1: TERMS OF REFERENCE.....	68
APPENDIX 2: TEAM OF CONSULTANTS.....	70
APPENDIX 3: OFFICERS INTERVIEWED.....	71
APPENDIX 4: INSPECTED ROADS.....	73
APPENDIX 5: M&E DESIGN MATRIX.....	103
APPENDIX 6: FINANCIAL INFORMATION.....	106

LIST OF TABLES

Table A:	National Roads Maintenance Programme.....	iv
Table B:	Agency by agency DUCAR performance ratings.....	v
Table B1:	Performance Rating Legend.....	v
Table A1:	Key Issues in Kitgum UNRA Station – Q1 FY 2015/16.....	vii
Table B1:	General findings in DUCAR Agencies - Q1 FY 2015/16.....	xiii
Table B2:	Specific findings in DUCAR Agencies - Q1, FY 2015/16.....	ix
Table 1:	Selected Agencies under Call-Off Order No.4.....	1
Table 2:	Itinerary during field work.....	6
Table 3:	Activities undertaken during the M&E Assignment.....	7
Table 4:	Road maintenance equipment	8
Table 5:	Summary of road maintenance activities.....	9
Table 6:	Quality of road maintenance.....	10
Table 7:	Quarterly releases and utilisation of funds in relation to approved plan.....	10
Table 8:	Financial performance rating.....	11
Table 9:	Emerging unit rates.....	11
Table 10:	Staffing (Engineering Dept/Section).....	13
Table 11:	Roads visited during monitoring at Kitgum UNRA Station.....	16
Table 12:	Funds available at Kitgum UNRA Station for Q1.....	20
Table 13:	Funds utilised by Kitgum UNRA station for Q1, FY 2015/16.....	20
Table 14:	Kitgum UNRA Station expenditure in Quarter 1.....	21
Table 15:	Key Issues at Kitgum UNRA Station.....	23
Table 16:	Performance Rating of Kitgum UNRA Station Q1 FY 2015/16.....	24
Table 17:	Roads visited during monitoring at Lamwo DLG.....	25
Table 18:	Summary of Funds Utilisation at Lamwo DLG.....	28
Table 19:	Funds released and utilised at Lamwo Town Council.....	29
Table 20:	Balances rolled over by Lamwo DLG Sub-counties.....	30
Table 21:	Key Issues at Lamwo DLG.....	32
Table 22:	Performance Rating of Lamwo DLG Q1 FY 2015/16.....	34
Table 23:	Roads visited during monitoring at Kitgum DLG.....	35
Table 24:	Summary of Funds Utilised at Kitgum DLG	38
Table 25:	Summary of Funds Utilisation at Kitgum DLG.....	39
Table 26:	Funds released to and utilised by Kitgum Town Council.....	40

Table 27:	Key Issues at Kitgum DLG.....	42
Table 28:	Performance Rating of Kitgum DLG Q1 FY 2015/16.....	43
Table 29:	Roads visited during monitoring at Pader DLG.....	44
Table 30:	Summary of Funds Utilisation for Pader DLG.....	47
Table 31:	Key Issues at Pader DLG.....	48
Table 32:	Performance Rating of Pader DLG Q1 FY 2015/16.....	50
Table 33:	Roads visited during monitoring at Agago DLG.....	51
Table 34:	Funds available at Agago DLG for Q1.....	54
Table 35:	Summary of Funds Utilisation for Agago DLG.....	54
Table 36:	Summary of Funds Utilised by Kalongo Town Council.....	54
Table 37:	Expenditure of road funds by Agago TC.....	55
Table 38:	Performance summary for Agago Town Council.....	56
Table 39:	Expenditure of road funds by Patongo TC.....	56
Table 40:	Performance summary for Patongo Town Council.....	56
Table 41:	Key Issues at Agago DLG.....	57
Table 42:	Performance Rating of Agago DLG - Q1 FY 2015/16.....	59
Table 43:	Roads visited during monitoring at Otuoke DLG.....	60
Table 44:	Performance summary for Otuoke DLG.....	64
Table 45:	Expenditure by Otuoke TC.....	64
Table 46:	Performance of Otuoke Town Council.....	65
Table 47:	Key Issues at Otuoke DLG.....	66
Table 48:	Performance Rating of Otuoke DLG Q1 FY 2015/16.....	67

LIST OF FIGURES

Figure 1	Flow chart for funds in the UNRA field station.....	12
Figure 2:	Flow chart for funds in Local Government Sub-system	12
Figure 4.1:	Photographs in Kitgum UNRA Station.....	19
Figure 5.1:	Photographs in Lamwo DLG	27
Figure 5.2:	Photographs in Kitgum DLG	38
Figure 5.3:	Photographs in Pader DLG.....	46
Figure 5.4:	Photographs in Agago DLG.....	52
Figure 5.5:	Photographs in Otuken DLG	63

LIST OF ABBREVIATIONS AND ACRONYMS

BFP	Budget Framework Paper
BoQ	Bills of Quantities
CAIIP	Community Agricultural Infrastructure Improvement Programme
CAO	Chief Administrative Officer
CARs	Community Access Roads
CFO	Chief Finance Officer
DA	Designated Agency
DLG	District Local Government
DRC	District Roads Committee
DSC	District Service Commission
DUCARs	District, Urban and Community Access Roads
FAW	Chinese automotive manufacturing company
FGD	Focus Group Discussions
FY	Financial Year
GRN	Goods Received Note
IGG	Inspector General of Government
K	Kilometre
KPI	Key Performance Indicator
LC	Local Council
LGMSD	Local Government Management and Service Delivery
LPO's	Local Purchase Orders
M	Metre
M&E	Monitoring and Evaluation
Mm	Millimetre
MoFPED	Ministry of Finance, Planning and Economic Development
MoWT	Ministry of Works and Transport
MPs	Members of Parliament
OYRMP	One Year Road Maintenance Plan
PDE	Procuring and Disposing Entity
PPDA	Public Procurement and Disposal of Assets Authority
Q	Quarter
TC	Town Council/Town Clerk
ToR	Terms of Reference
UBOS	Uganda Bureau of Statistics
UGX	Uganda Shillings
UNRA	Uganda National Roads Authority
URF	Uganda Road Fund

1.0 INTRODUCTION

1.1 DESCRIPTION OF THE REPORT

This Monitoring and Evaluation (M&E) report is in response to work issued in the fourth Call-off Order under a framework contract (Ref. URF/SRVCS/13-14/00036) between Uganda Road Fund (URF) and Dativa and Associates. The assignment required Dativa and Associates to assess the extent to which the objectives of URF were being met with reference to the Key Performance Indicators (KPIs) set out in the performance agreements with Designated Agencies (DAs) and the One Year Road Maintenance Plan (OYRMP). The M&E also aimed at generating lessons learnt and best practices for continuous improvement. The report considered Quarter 1 of financial year 2015/2016 for Kitgum UNRA Station and Kitgum, Lamwo, Pader, Agago and Otupe District Local Governments.

The rest of this section covers background information to URF Agencies in the Call-off Order, purpose of the assessment and Key issues addressed. The second section considers Methodology while the third discusses main findings followed by the fourth that discusses national and district roads of the Monitoring and Evaluation exercise. The fifth and final section covers recommendations.

1.2 BACKGROUND TO URF AND ITS DESIGNATED AGENCIES IN THE CALL-OFF ORDER NO.4

This sub-section gives background information to URF and the agencies covered in the Call-off Order no.4.

1.2.1 Uganda Road Fund

The URF is a corporate body established by an Act of Parliament known as the *Uganda Road Fund Act, 2008*. The Act spells out the mandate of URF among other things, to designate agencies to carry out the following responsibilities:

- i) The development, rehabilitation and maintenance of public roads in a manner consistent with the economy and set standards;
- ii) That operations are conducted efficiently, economically and with due regard to safety; and
- iii) That the financial administration is conducted in accordance with the provisions of the URF Act and any general or specific directions issued by the Board (Fund).

The URF mandate also includes powers to collect any data and information which is necessary in supervision of the functioning of Designated Agencies in performance of road maintenance. In line with these demands, this assignment was commissioned.

1.2.2 Designated Agencies in the Call off order no.4

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

Table 1: Selected Agencies under Call-Off Order No.4

Agency type	Name of Agency
UNRA Stations	Kitgum UNRA Station
District Local Governments	Kitgum, Lamwo, Pader, Agago and Otupe

1.3 PURPOSE OF THE ASSESSMENT

The purpose of the assessment was at two levels: an overarching aim (general objective) and specific objectives of the services. These objectives and assessment activities undertaken are all itemised under this subsection.

1.3.1 Overall objective of the services:

The overall aim of the assignment was to establish the degree to which the objectives of the Fund are being met with reference to:

- i) Key Performance Indicators (KPIs) set out in the performance agreements and the One Year Road Maintenance Plan (OYRMP) and;
- ii) Generate lessons learnt and best practices for continuous improvement.

1.3.2 Specific objectives of the Services

The specific objectives of the assignment included the following:

- a) To ensure effective and timely monitoring of the implementation of performance agreements signed between URF and DAs;
- b) To ensure timely production of M&E reports to inform decisions in the key operations of the Fund;
- c) To ensure effective collection of data on condition of public roads and identification of the various relevant parameters that directly affect delivery of road maintenance services; and
- d) To ensure recurrent identification of key policy issues for the attention of Board, and lessons for continuous improvement.

1.3.3 Scope of activities

The scope of activities of the assessment was as follows:

- i) Measuring KPIs of road maintenance activities financed by URF as stipulated in the performance agreements between URF and the DAs, as achieved during the quarter and cumulatively from the beginning of the current FY;
- ii) Tracking the quarterly and cumulative utilization of funds disbursed to agencies against approved work plans;
- iii) Tracking the utilization of funds rolled over from most previous Financial Year (FY) against the corresponding approved work plans;
- iv) Collection of data on effectiveness and immediate impact of URF funding on condition of public roads and identification of the various relevant parameters that directly affect delivery of road maintenance services;
- v) Identification of potential risks, implementation challenges and limitations at the agency and programme levels and proposing possible mitigation strategies;
- vi) Collection of data on the level of compliance with government policy requirements on mainstreaming of crosscutting issues, namely HIV awareness, gender and environmental protection issues;
- vii) Tracking of actions taken by DAs on previous audit, M&E and Board recommendations;

- viii) Collection of data on level of private sector involvement in road maintenance activities among DAs;
- ix) Establish the level of functionality of District Roads Committees (DRCs), identify weaknesses and propose corrective action/ necessary improvements;
- x) Make assessment of the efficiency and effectiveness; and propose areas of improvement of the force account implementation strategy in road maintenance specifically with regard to: equipment condition, quality of staff driving the equipment, maintenance services for equipment, recruitment of gangs, daily productivity under force account, procurement of input materials and quality assurance.
- xi) Develop a performance rating criteria for DAs. This stems from the need to translate M&E findings into a performance rating for a given DA.
- xii) Prepare a draft final report on the consultancy services setting out summaries of all quarterly reports produced during the period of the assignment; key policy issues; lessons learned/ best practices identified, conclusions and recommendations; and
- xiii) Prepare a final resubmission comprising of the draft final report, amended with comments of the client, and project final accounts.

2.0 METHODOLOGY OF THE MONITORING AND EVALUATION.

The methodology adopted included the following:

- A general approach identified questions to be answered by the M&E exercise;
- Identification of data needs (evidence) and appropriate methods to collect the evidence;
- Development of tools for data collection;
- Application of sampling techniques for respondents and roads to be monitored;
- Agreeing on itinerary for field visits to be followed during data collection
- Data collection, and;
- Deployment of appropriate analysis methods and tools.

2.1 GENERAL APPROACH, METHODS AND TOOLS

Using Terms of Reference (ToR) as issued by the Client (URF), the Consultant gleaned out fourteen (14) interest areas for monitoring and evaluation (assignment objectives) around which data collection was organised. For each area of interest, twenty four (24) *assessment questions* were developed, necessary evidence and its source identified; appropriate methods and tools considered for data collection as detailed out in **Appendix 5**. In **Box 1** below, the headline questions raised during data collection are summarised.

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

1. What is the degree to which the objectives of the fund are being met with reference to KPIs?
2. How was effective and timely monitoring of DAs ensured?
3. How timely have M&E reports been produced to inform decisions in the key operations of the Fund?
4. How effective has collection of data on condition of roads and identification of various relevant parameters that directly affect delivery of road maintenance services ensured?
5. What are the key policy issues for attention of Board?
6. What are the lessons for continuous improvement?
7. What was the respective agency's quarterly requisition?
8. For what purpose was quarterly requisition for?
9. When was the quarterly release made?
10. How much was released?
11. What was the quarterly release actually utilised for?
12. What was the basis for unit rates?
13. What were the funds rolled over from previous FY?
14. Were they rolled over to current FY?
15. How were they utilised against approved work plans?
16. What threats exist with Road Funds and funded agencies?
17. What are strengths of RF and their agencies?
18. What are the weaknesses of RF and their agencies?
19. What is the level of involvement of the private sector in road maintenance activities among DAs?
20. Have the DAs implemented the recommendations made from the previous audit, M&E and board reports?
21. What is the level of functionality of District Roads Committees (DRCs),
22. What are the weaknesses noted and recommended corrective action for improvements?
23. How effective and efficient is force account implementation strategy in road maintenance specifically with regard to: equipment condition, staff quality, gangs, productivity and material procurement?
24. What is the performance rating criteria of the DAs based on M&E findings?

The Consultant used both qualitative and quantitative methods for the assessment to answer the questions raised (Ref. Box 1). Qualitative methods were employed in addressing questions that could not be precisely measured quantitatively e.g. Identifying potential risks, implementation challenges and limitations at the agency level for particular areas of performance. Performance assessment questions in relation to Key Performance Indicators (KPIs), funds utilisation tracking, and infrastructure condition maintenance strategies were addressed quantitatively.

2.2 SPECIFIC M & E ACTIVITIES

The assignment was undertaken in three major phases with a number of stages within each phase.

i. Preparatory stage for field activities

The preparatory phase started with the receipt of fourth the Call off Order and field visits commenced on 18th October 2015 lasting up to 3rd November 2015. Tools for data collection were already assembled during the previous Call-off Orders. This stage involved extensive document review on the subject DAs.

Document review in general aimed at establishing the following:

- i) Agreed performance indicators, quantities of works planned for execution (targets) and milestones (including time, activities and budgets) for the agency and sub-agencies for quarters 1, FY 2015/16;
- ii) Actual amounts of money disbursed to the agency, reported expenditure and outputs;
- iii) Details of the different road sections and lengths planned to be maintained by the agency, scope of works (routine or periodic), maintenance modality employed (direct labour manual or mechanised), estimated costs and the assumptions used in estimation;
- iv) Reported details of the road sections and lengths maintained by the agency, scope of works (routine or periodic) and actual costs incurred;
- v) Confirm compliance with the approved work schedule of the agencies and sub-agencies on quantities, quality and costs;
- vi) Establish the actual amounts of money received by the agencies and sub agencies, verify the correctness of the reported expenditure and outputs;
- vii) Confirm the correctness of the reported details of road sections and lengths maintained by the agencies and sub-agencies, scope of works (routine and periodic) and actual costs incurred;
- viii) Establish the actual amounts of money which, having been received by the agencies was passed on to the sub-agencies and confirm the quantities, quality and costs of the works undertaken.

While document review was important prior to field work, it also continued to be during and after field work. Documents collected in the field had to be reviewed and this continued even after returning from the field. The Consultant developed an itinerary and fixed appointments with the respective Accounting Officers prior to commencement of field visits.

ii. Field Work

This phase involved field visits to designated agencies (18th October to 3rd November 2015) and programme sites as specified in the call off order. The consultant itinerary is detailed in Table 2:

Table 2: Itinerary during field work

Dates	Designated agency visited	Key activities
18 th October, 2015		Travel from Kampala to Kitgum
19 th -20 th October, 2015	Kitgum UNRA Station	1) Briefing sessions
21 st -22 nd October, 2015	Kitgum DLG	2) Desk studies especially examination of work plans, books of accounts and minutes of meetings
23 rd - 24 th October 2015	Lamwo DLG	
25 th October 2015	Weekend used for Data Analysis and report writing	3) Key informant interviews
26 th - 27 th July 2015	Pader DLG	4) Visits to project sites-district and community access roads
28 th - 29 th July, 15	Agago DLG	
30 th Oct	Otuke DLG	5) Debriefing session
31 st Oct – 1 st Nov 2015	Weekend used for Data Analysis and report writing	
2 nd Nov 2015	Otuke DLG	
3rd Nov 2015		Travel from Otuke to Kampala

Briefing sessions and interviews

On arrival at every station, briefing sessions with Accounting Officers (UNRA Field Station Manager, Town Clerks), the Chief Administrative Officer (CAO), Deputy CAO, District Planner, Chief Finance Officers and respective accountants, District Engineer, Community Development Officers, Environmental Officer, and District Treasurer were undertaken. The briefing sessions were an opportunity to stress the purpose of the Monitoring and Evaluation visit and to get general comments on the administration of the road funds.

Upon getting an overview of the DA's road fund related activities, the Consultant team would breakout to various departments and respondents. The Team Leader concentrated on interviews with the Accounting Officers, the District Chairpersons, the District Planners, District Environment Officers and, and District Health Inspectors. The Engineer on the team would proceed to engineering department to hold discussions with the District Engineers and later proceed to inspect roads. The Finance Experts on the team concentrated on Finance and procurement departments to examine books of accounts and ensure adequate accountability of URF funds received in the quarter; and procurement aspects of the road maintenance activities as well as adequacy of stores management systems.

In-field documents reviews

In-field desk studies were restricted to documents that related to reports submitted by the LGs to URF and in the case of Kitgum UNRA Station, those submitted to UNRA Headquarters. These included Annual and Quarterly Plans, quarterly reports, minutes of District Roads Committees, procurements documents, accounting records and correspondences on staff matters related to Engineering departments. Relevant reports related to road fund were also examined among other documents.

Road inspection

Road inspection visits were undertaken by the Engineer on the team and other team members joined him in some cases to monitor cross-cutting issues. The field inspection activity provided valuable opportunities to assess the quantity and quality of performance of road maintenance work.

Challenges would be confirmed, collective advice would be given on the way road maintenance would be satisfactorily undertaken. Some interviews continued especially with the Lower Local Government officials at Town Councils and Sub Counties.

Debriefing sessions

Debriefing sessions were held for all DAs except Kitgum DLG where the exit meeting was planned and agreed with the CAO and district officials but no one was available as scheduled. All district officials were reported to have gone for a village Baraza on the planned day for the exit meeting. Efforts to meet them were futile since the CAO had promised to meet the Consultant after the Baraza but the Consultant still waited in vain.

The Consultant, upon finalising examination of records, road maintenance sites, and undertaking interviews, would briefly meet to harmonise findings prior to sharing them during the general debriefing session with the DA key staff. In the debriefing meetings, findings would be shared, further questions raised and explanations given. These debriefing sessions also provided an opportunity to point out best practices and weaknesses noticed including sharing experience of other DAs already visited. Accounting Officers and agency staff appreciated the recommendations and promised to implement them.

iii. Data Processing, Analysis and Draft Report Writing Stage

Data processing, analysis and draft report writing commenced while the Consultant was still in the field, mostly utilising weekends. Analysis of the data and its interpretation were against the monitoring and evaluation objectives as gleaned from the TORs (Ref. Box 1). While the bulk of data analysis was undertaken back in the field, the exercise continued especially the quantitative questions that required collating the data with other data sets. After analysis, the Consultant team held report drafting meetings to derive a sense of common understanding from the analyses.

Summary of methodology

In general, the activities undertaken during the M&E assignment under this Call off Order number 4 were as summarised in **Table 3** below:

Table 3: Activities undertaken during the M&E Assignment

Number	Activity	Relevance to the M&E assignment
1.	Documents review	<ul style="list-style-type: none">Preparatory work for field visits
2.	Briefing sessions per DA	<ul style="list-style-type: none">To achieve mutual and common understanding of the essence of the M&E assignment
3.	Inspection of roads	<ul style="list-style-type: none">How maintenance is being undertaken.
4.	Inspection of stores	<ul style="list-style-type: none">How physical resources and inventory are managed.
5.	In-field examination of documents	<ul style="list-style-type: none">Audit of road fund utilisation.
6.	Visits to sub counties	<ul style="list-style-type: none">How road gangs are recruited, trained and supervised and how funds are being utilised.
7.	Discussions with road users	<ul style="list-style-type: none">Assessing appreciation of road maintenance works.
8.	Assessment of functionality District Roads Committees	<ul style="list-style-type: none">Decisions taken concerning prioritisation of road maintenance.
9.	Examination of Procurement processes	<ul style="list-style-type: none">Contribution to efficient acquisition of goods and service.
10.	Assessment of environmental, health and gender issues management	<ul style="list-style-type: none">Interaction between crosscutting issues with road maintenance activities.

3.0 DATA PRESENTATION, ANALYSIS AND MAIN FINDINGS

This chapter presents data and main findings derived from agency by agency analysis:

3.1 OBSERVED ACTIVITIES AND THEIR RELEVANCE TO ROAD MAINTENANCE

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

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

3.1.1 Engineering works

During Q1 FY 2015/16, three types of maintenance activities were undertaken. These were:

- Routine Manual Maintenance
- Routine Mechanised Maintenance including Term Maintenance by contract.
- Periodic Maintenance

Routine Manual Maintenance

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

Routine Mechanised maintenance

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

Apart from Otuke and Kitgum DLGs and Kitgum UNRA Station, all other DAs had not commenced routine mechanised maintenance.

Operation and repairs of vehicles/equipment

According to the findings, a range of operation and maintenance of road equipment are carried out by DAs.

The M&E team came up with an inventory of key equipment and vehicles as summarised in **Table 4** below:

Table 4: Road maintenance equipment

Type	Kitgum UNRA Station	Kitgum DLG	Lamwo DLG	Pader DLG	Agago DLG	Otuke DLG
Pick ups	4	2	2	3	1	1
Motor cycles	3	3	2	3	1	1
Tippers	4	2	1	3		1
Truck					1	
Graders	1	2	1	2	1	1
Wheel loader	1	1				
Excavator						
Traxcavator	1					
Bull dozer		1				
Vibro roller	1	1				
Pedestrian Roller	1	2				
Bitumen Boiler						

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

3.1.2 Support services to road maintenance activities.

Support services related to road maintenance that were observed included the following:

- Procurement and recruitment
- Disbursement of road funds by treasury and auditing
- Storage and dispensing road materials
- Accounting including executing payments
- Road supervision
- District Roads Committees operations
- Environmental, health and gender mainstreaming

Table 5 below displays activities performed by DAs that are related to road maintenance.

Table 5: Summary of road maintenance activities

Number	Activity	Relation to road maintenance
1.	Planning and reporting	<ul style="list-style-type: none"> • Developing work plans and budgets • Submission of periodic reports to URF • Inputting work outputs in Output Based Tool (OBT)
2.	Routine Manual Maintenance Routine mechanised maintenance Periodic maintenance Rehabilitation and construction of new roads	<ul style="list-style-type: none"> • Engineering works
3.	Operation and repairs of vehicles/equipment	<ul style="list-style-type: none"> • Servicing the Chinese road equipment • Training road equipment operators
4.	Support services to road maintenance activities.	<ul style="list-style-type: none"> • Road supervision • District Roads Committee activities • Environmental, health and gender issues mainstreaming • Procurement and road maintenance staff recruitment • Management of road gangs and contractors • Disbursement of road funds by treasury and auditing • Storage and dispensing road materials • Accounting including executing payments

3.2 EXTENT OF PERFORMANCE IN LIGHT OF KPIS

An assessment of district and national road network performance according to KPI is summarised below. The assessment indicates that Kitgum UNRA in general, had fair roads assessed at 53%. Physical performance of roads in other DAs was assessed as poorly maintained as seen in the Table 6 below.

Table 6: Quality of road maintenance

Designated	Network length	Physical Performance (%)	Dashboard		
			Good	Fair	Poor
Kitgum UNRA	1,065.8	53.0%		Fair	
Lamwo DLG	328.8	6.7%			
Kitgum DLG	279.0	16.7%			
Pader DLG	373.7	0.0%			
Agago DLG	480.0	15.6%			
Otuke DLG	364.8	32.4%			

It should be noted that these KPIs are reported as at the time of inspection 19th October – 2nd November, 2015.

In terms of utilisation of road funds, findings are as follows:

3.3 QUARTERLY RELEASES AND UTILISATION OF FUNDS IN RELATION TO THE APPROVED PLAN

For Q1, all the six Agencies that the Consultant visited had received releases amounting to UGX 1,601,210,309 and had rolled over funds of UGX 374,950,873; all funds available totalling UGX 1,976,161,182. UGX 273,783,188 was released to sub agencies whereas UGX 300,000,000 was transferred to Abubaker Technical Services Ltd to support on-going works on Seeta-Namugongo road. Agencies remained with a balance of UGX 1,402,377,994 for road maintenance works out of which UGX 690,862,915 was utilised (49.3%) as summarized in Table 7 below. Kitgum UNRA and Otuke DLG had the highest levels of funds utilisation at 75.5 % and 47.2% respectively; with Kitgum, Agago, Lamwo DLGs following with 30.2%, 28.5%, 3.9% respectively while Pader DLG had the lowest utilisation of 1.3%.

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

Agency	Rolled over funds	Receipts in FY	Total available funds	Transfer to Abu Baker Tech. Serv. Ltd	Transfers to Sub agencies	Total available for Agency	Amount utilised	Balance unutilised	%
									utilised
	UGX	UGX	UGX		UGX	UGX	UGX	UGX	
Kitgum UNRA	277,324,833	744,232,183	1,021,557,016	300,000,000	0	721,557,016	544,777,109	176,779,907	75.5%
Otuke DLG	35,700,000	102,551,236	138,251,236		0	61,254,090	36,381,348	40,615,798	47.3%
Kitgum DLG	-	218,089,969	218,089,969		0	59,141,892	158,948,077	48,051,458	30.2%
Agago DLG	61,926,040	215,720,626	277,646,666		0	83,361,743	194,284,923	55,346,000	28.5%
Lamwo DLG	-	162,737,816	162,737,816		0	43,502,345	119,235,471	4,648,000	114,587,471
Pader DLG	-	157,878,479	157,878,479		0	26,523,118	131,355,361	1,659,000	129,696,361
Total	374,950,873	1,601,210,309	1,976,161,182	300,000,000	273,783,188	1,402,377,994	690,862,915	711,515,079	49.3%

3.4 PHYSICAL AND FINANCIAL PERFORMANCE RATING

Details of physical and financial performance at the end of Q1 are given in the respective DA reports in sections 4 and 5 below. What follows in section 3.5 are emerging average unit rates. Financial performance rating is summarised in **Table 8** below.

Table 8: Financial performance rating

Agency	Total available for Agency	Amount utilised	% utilised	Absorption rating		
				Good	Fair	Poor
Kitgum UNRA	721,557,016	544,777,109	75.5%	Good		
Otuke DLG	76,997,146	36,381,348	47.3%		Fair	
Kitgum DLG	158,948,077	48,051,458	30.2%			
Agago DLG	194,284,923	55,346,000	28.5%			
Lamwo DLG	119,235,471	4,648,000	3.9%			
Pader DLG	131,355,361	1,659,000	1.3%			
Total	1,402,377,994	690,862,915	49.3%			

3.5 EMERGING AVERAGE UNIT RATES OF ROUTINE & PERIODIC ROAD MAINTENANCE ACTIVITIES

Unit rates have been calculated and estimated basing on expenditure incurred on Periodic Maintenance, Routine Mechanised maintenance and Routine Manual Maintenance. The expenditure incurred was in form of road materials, fuel, road equipment, and payments to road gangs, payments to road overseers and for tools supplied to the road gangs. Operational expenses were excluded as some agencies could not apportion them to the projects.

From the analysis and calculations undertaken, the Consultant was able to compute the following unit rates as outlined in **Table 9** below:

Table 9: Emerging unit rates

Agency	Unit rates (UGX)		
	PM	RMeM	RMM
		UGX	UGX
Kitgum DLG	98,209,000	-	164,452
Kitgum UNRA	-	787,602	230,021
Otuke DLG	-	-	293,174
Agago DLG	-	-	342,111
Lamwo DLG	-	-	-
Pader DLG	-	-	-

Note i: No works were undertaken at Lamwo and Pader DLGs.

Note ii: No PM was undertaken in all agencies except Kitgum DLG.

Note iii: RMeM was only undertaken in Kitgum UNRA and Agago DLG. However, no payments were made by Agago DLG; hence a unit rate could not be calculated.

It should be noted that road gangs are in many instances not provided with the necessary tools and they end up using their own equipment whose associated costs are not factored in by the employer. Therefore, the full cost of deploying road gangs cannot be reflected. In general, unit rates paid to road gangs was roundly described as too low by all DAs.

3.6 ORGANISATION & FINANCING OF ROADS AGAINST KEY PERFORMANCE CRITERIA

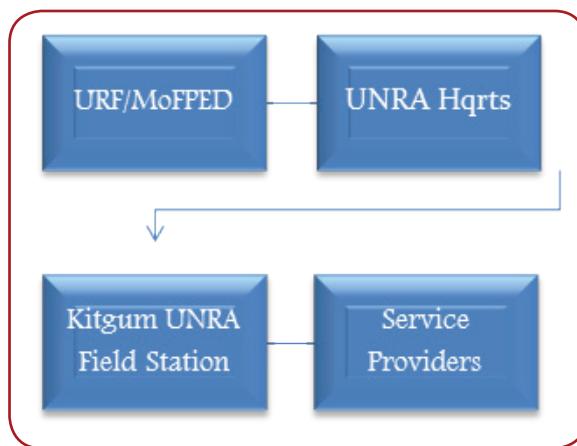
This section discusses organisation, management and financing of roads against efficient, effective and sustainability criteria from two broad perspectives: the perspective of Local Governments and that of a UNRA field station.

Perspective of Local Government

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

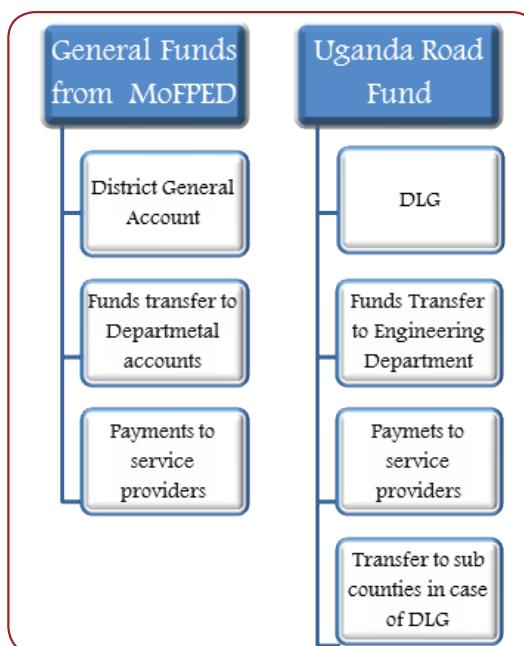
In the case of Kitgum UNRA station, the flow of funds follows the pattern indicated the figure 1 below:

Figure 1 Flow chart for funds in the UNRA field station



For LG agencies, the flow pattern as indicated in figure 2 below.

Figure 2: Flow chart for funds in Local Government Sub-system



The Consultant noted that while government subventions (transfers) from Ministry of Finance, Planning and Economic Development (MoFPED) have a well-developed transfer and alert system to eliminate delays to notify and transfer funds to respective user departments, this seems not be the case with Road Fund remittances. DLGs claim road funds can be received at the district general account and it takes time for the Engineering department to be alerted about these funds, let alone for the district treasury to transfer the money. This was evident at Lamwo, Kitgum, Pader, Otupe and Agago DLGs. This creates an artificial shortage of funds for execution of road works.

3.7 BOTTLENECKS IN UTILISATION OF FUNDS BY DAS & CURRENT METHODS TO ADDRESS THEM

A wide range of bottlenecks were observed during the field visits and include the following:

- Absence of technical staff for Agago DLG to spearhead maintenance works. However, the Patongo Town Engineer has been elevated to act as the District Engineer.
- Low staffing levels in agencies. Refer to **Table 10** below:

Table 10: Staffing (Engineering Dept/Section)

Title	Kitgum UNRA Station	Kitgum DLG	Lamwo DLG	Pader DLG	Agago DLG	Otupe DLG
Head (District Engineer/Station Engineer)	1	1	1	1	1	1
Deputy				1		
Engineering Assistants	1	1	2	2	1	2
Road Inspectors	2	1	1	1	1	
Road Overseers	4	3		2	2	1

3.8 ATTRIBUTES OF EFFICIENT AND EFFECTIVE MONITORING AND EVALUATION SYSTEM

A comprehensive monitoring and evaluation system of the road fund that complies with government-wide monitoring and evaluation is yet to emerge at the Agency level and a solution is required urgently. Guidelines need to be developed on how road fund supervision, monitoring and evaluation need to be carried out in a participatory manner that engages political, technical and road users.

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

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

However, a more efficient and effective Monitoring and Evaluation System would emphasise the following:

- i) The role of a central actor such as the District Planner.
- ii) Streamlining events when M&E findings would be shared for decision making. The events would include a discussion of road funds related matters during the regular district technical team meeting.

- iii) Regular scheduled meetings for the Engineering department to discuss project progress would improve performance.
- iv) Involvement of officials working on crosscutting issues at the planning stage and beginning of contracts would improve the mainstreaming of such issues and ensure timely interventions.
- v) Road inspection site meetings including setting up project committees for each undertaking. This may be augmented by community based monitoring by way of community score cards.
- vi) Meetings by District Roads Committee meetings. There was evidence of regular meetings in some DAs such as Lamwo DLG.
- vii) Regular reporting to URF by DAs would facilitate URF to carry out the review and evaluation of DA performance.

3.9 LESSONS LEARNT

Key lessons learnt in this monitoring and evaluation exercise include the following:

- i) Otuke DLG Initiated the procurement process before receipt of funds and this helped them to commence planned activities within time.
- ii) Contractors prefer carrying out mechanized works for term maintenance contracts with a combination of routine manual maintenance and mechanised maintenance works.
- iii) Late release of funds is affecting timely implementation of activities.
- iv) Involving community based institutions such as schools, churches, health centres, youth or women groups and others in planting and protection of trees is effective in managing the environmental aspects of road maintenance. This was found effective in Kitgum DLG and Kitgum UNRA.
- v) Reliance on only Airtel as an internet service provider is affecting the operation of the IFMS in Pader DLG.

3.10 RECOMMENDATIONS

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

3.11 MAINSTREAMING OF CROSSCUTTING ISSUES

Part of the scope of work for the assignment was collection of data on the level of compliance with government policy requirements on mainstreaming of crosscutting issues, namely, HIV/AIDS awareness, gender and environmental protection issues. Agency by agency performance is given in the respective detailed reports.

For some agencies, HIV/AIDS awareness is mainstreamed into the road maintenance programmes. Sensitisation of communities is undertaken particularly in areas where roads are constructed. However, this is not always the case. For example, the Health department at Pader DLG is not involved in sensitising people about the HIV/AIDs while road works are being undertaken as clearly stated by an official:

“....We learnt that our department should be involved in sensitizing people about HIV/AIDS when roads works are being undertaken in one of the Technical Planning Committee meetings”.

In addition, where roads works are contracted centrally, contractors are not keen on ensuring communities are sensitised.

Some agencies, particularly Kitgum DLG undertake environmental and social screening, surveying the project for potential impact on the environment and necessary mitigation measures for all projects undertaken. For contracted projects, the mitigation measures form an integral part in the Bills of Quantities (BoQs). However, borrow pits reinstatement is often ignored, as noted at Padibe TC and along Namokora-Adilang road (UNRA road).

Most agencies visited take into account the interests of both men and women in road works undertaken. Gender issues are mainstreamed by encouraging more women participation. The percentage of women employed as labour-based contractors was high in some agencies e.g. Kitgum UNRA Station.

4.0 NATIONAL ROADS MAINTENANCE PROGRAMME

The URF budget for FY 2015/16 for national roads maintenance programme under UNRA had an approved annual budget allocation of UGX 274.438 billion. Planned activities under the programme included routine manual maintenance of 12,300km at an estimated cost of UGX 10.5bn; routine mechanized maintenance of 6,500km at an estimated cost of UGX 32bn; term maintenance contracts of 8,144km at an estimated cost of UGX 64bn; periodic maintenance of 2,125km at an estimated cost of UGX 97.46bn; routine/periodic maintenance of 307 bridges at an estimated cost of UGX 7.5bn; operation and maintenance of 15 axle load control weighbridges at an estimated cost of UGX 7.5bn; operation and maintenance of 9 ferries at an estimated cost of UGX 10bn; other qualifying works including condition assessment, road committees, low cost sealing and consultancy services at an estimated cost of UGX 10.14bn; plant and equipment maintenance at an estimated cost of UGX 12.15bn; road materials and tools at an estimated cost of UGX 3.85bn; road safety activities at an estimated cost of UGX 9.3bn; and operational expenses estimated at UGX 10bn.

4.1 KITGUM UNRA STATION

Kitgum UNRA Station is one of the 22 stations across the country with the responsibility of maintaining the national road network in the districts of Kitgum, Lamwo, Pader and Agago DLGs.

4.1.1 Physical Performance

Kitgum UNRA Station is in charge of a road network of 1,065.8Km, though only 931.8Km is available for maintenance, with the Aswa Bridge – Kitgum – Musingo road, 133 Km undergoing upgrading. The methodology of carrying out road maintenance is both mechanized and labour based.

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

- i) 75% of planned Routine manual maintenance had been undertaken by the agency; and
- ii) 51.8% of planned Routine mechanised maintenance had been executed.

In order to assess the extent of performance of planned road maintenance activities for FY 2015/16, the monitoring team sampled and visited the following eleven (11) roads;

Table 11: Roads visited during monitoring at Kitgum UNRA Station

Sample	Name of Road	Length (Km)	Sample	Name of Road	Length (Km)
1	Kitgum – Orom	90.0	7	Puranga – Acholi Bur	62.0
2	Namokora – Adilang	74.0	8	Kitgum – Lokung – Ngomoromo	68.0
3	Kitgum Matidi – Kalongo – Patongo	77.0	9	Padibe – Paloga – Madiope	35.0
4	Pader - Kalong – Paimol	46.0	10	Madiope – Agoro Hills,	48.0
5	Pader – Pajule	27.0	11	Potika – Ngomoromo,	37.0
6	Adilang – Kilak	75.0			

The condition of the roads visited by the Consultant at the time of monitoring of Kitgum UNRA Station works is illustrated in **Figure 4.1** below and the state of individual roads is detailed in **Appendix 4**. The roads which were not done in Q1 have been programmed for the second quarter. It was noted that the 2nd quarter work plan had not yet been approved at the time of monitoring.

The Consultant observed that Kitgum – Orom road was under term maintenance contract. The contractor was well mobilized with three sets of graders, rollers and water bowsers. The quality of

grading and compaction was visually good. However, drainage works were neglected with no offshoots opened, culverts not opened and even a lined drain not cleaned. The Contractor was not addressing the routine manual maintenance activities which are part of the contract. The station was advised to carry out river training for the bridge at Km22.1.

Namokora – Adilang road was under term maintenance contract though the contractor was not found on site, due to cash flow challenges. However, graveling works were well executed. The eye sore was leaving a windrow blocking the side drain for sections he was preparing to gravel. Drainage works need addressing especially opening offshoots and replacing broken culverts.

The station under force account filled 1km stretch of Kitgum Matidi – Kalongo – Patongo road which was making the road impassable. Channels of 1m depth were also excavated along the road towards Kalongo town. However, to ease routine maintenance of the excavated channel, Kitgum UNRA station should consider stone lining it.

Grass cutting along the Pader – Kalongo – Paimol road was not uniform with some sections neglected. The road is in a poor state and is planned for periodic maintenance.

Pajule – Pader road was under term maintenance contract. The road was well gravelled and compacted. The Consultant noted that Cross culverts need proper installation and approaches made gentle.

Adilang – Kilak term maintenance contract was found good. For this road, routine manual maintenance is managed by the Station, although performance is not as desired. Rock outcrops along the road need covering and more offshoots to facilitate drainage should be opened.

Acholi Bur – Puranga road was worked on by force account. Spot improvement was done involving mainly grading and graveling a few sections that were in a bad state. However, more sections need working on given the fast rate of pothole development. Drainage system needs addressing, the stagnation of water in side drains should be avoided, and silted offshoots opened.

Kitgum – Lokung – Ngomoromo road was under term maintenance contract. The road was found in good condition and routine manual maintenance activities were satisfactory.

Routine manual maintenance along Padibe – Paloga – Madiope road was not satisfactorily executed with various road sections in the bush. A number of drainage structures have been repaired by force account, most notably Aringa crossing (21+200) and Okura crossing (31+200).

Bridges along Madiope – Agoro hills road have been repaired by working on the wing walls, replacement of barriers, river training and repainting. This has been done for Wangecum 1 (6+300), Wangecum 2 (6+470) and for Okura (22+000). In addition, river bed protection has been done for Okura (22+000). However, the Consultant observed that Routine manual maintenance remains a challenge, with a number of sections seeming neglected.

The Potika – Ngomoromo road is in a state requiring repair; with several sections in need of graveling. The drainage structures have been worked on by force account. Routine manual maintenance is grossly neglected.

The general condition of the roads visited is shown below:



Kitgum UNRA: Kitgum - Orom 90km; Under term maintenance contract and in good condition.



Kitgum UNRA: Kitgum - Orom 90km; Line drains need cleaning.



Kitgum UNRA: Namokora - Adilang, 74Km; Windrow left in side drain.



Kitgum UNRA: Namokora - Adilang, 74Km; Drainage improvement required.



Kitgum UNRA: Namokora - Adilang, 74Km; Swamp crossing embankment at Km41.7 require urgent repair.



Kitgum UNRA: Namokora - Adilang, 74Km; well gravelled road.



Kitgum UNRA: Namokora - Adilang, 74Km; Borrow pits need reinstatement.



Kitgum UNRA: Kitgum Matidi - Kalongo - Patongo, 77Km; Repaired road section and excavated channel in Kalongo Township.



Kitgum UNRA: Puranga – Acholi Bur, 62Km; Road requiring repairs.



Kitgum UNRA: Padibe – Paloga – Madiope, 35Km; Improved swamp crossings using gabion boxes.



Kitgum UNRA: Madiope – Agoro Hills, 48Km; Road in good condition and bridge crossings worked on.



Kitgum UNRA: Madiope – Agoro Hills, 48Km; Road in good condition and bridge crossings worked on.



Kitgum UNRA: Potika – Ngomoromo, 37Km; Road in poor condition and bushy.



Kitgum UNRA: Potika – Ngomoromo, 37Km; Culvert end structures being constructed.

Figure 4.1 Photographs in Kitgum UNRA Station

4.1.2 Financial Performance

Funding for Q1, FY 2015/2016

The Quarter 1 Workplan budget for Kitgum UNRA Station for FY 2015/16 was UGX 666,812,183. All budgeted funds were received on the Station's bank account on 18th August 2015. The Consultant also noted that the Station received UGX 70,000,000 on the same date for fuel and another disbursement of UGX 7,420,000 on 11th September 2015 for data collection. It was further observed that the Station had rolled over funds from FY 2014/15 of UGX 277,324,833. A summary of available funds at the Station for the quarter monitored is indicated in Table 12 below:

Table 12: Funds available at Kitgum UNRA Station for Q1

Date	Details	Amount transferred
		UGX
1.7.2015	Rolled over funds from FY 2014/15	277,324,833
18.8.2015	Fuel release	70,000,000
18.8.2015	Quarter 1 release	666,812,183
11.9.2015	Funds received for data collection	7,420,000
	Total funds available in the quarter	1,021,557,016

Expenditure during Q1, FY 2015/2016

The Consultant noted that out of the available funds in the quarter (UGX 1,021,557,016); UGX 300,000,000 was transferred to Abubaker Technical Services on instruction from the UNRA head office to support on-going works on Seeta-Namugongo road. The payment to Abubaker Technical Services Ltd was effected on 25th September 2015. The Station work plan was adjusted to reflect the reduction in funds available for road maintenance works.

The Consultant further observed that UGX 108,331,900 was diverted to facilitate a retreat for members of Physical Infrastructure Committee of Parliament and UNRA management at Jinja Nile Resort Hotel. At the time of monitoring (21st October 2015), these funds had not yet been refunded to enable the station utilise the monies for road maintenance works.

Funds received by Kitgum UNRA station were expensed as detailed in Table 13 below:

Table 13: Funds utilised by Kitgum UNRA station for Q1, FY 2015/16

Period	Funds released	Funds transferred to Abubaker Tech.	Available funds in Qtr 1	Funds utilised in the quarter	Balance unutilised	Percentage utilised
	UGX	UGX	UGX		UGX	
R/O			277,324,833			
Q1	666,812,183	300,000,000	366,812,183	544,777,109	544,777,109	75.5%
	70,000,000		70,000,000			
	7,420,000		7,420,000			
Total	744,232,183	300,000,000	721,557,016	544,777,109	176,779,907	75.5%

As shown in Table 13 above, total expenditure for Q1 FY 2015 /16 amounted to UGX 544,777,109 representing 75.5% of the total available funds at the Station.

The Consultant noted that out of UGX 721,557,016 available for Station road works, UGX 109,030,018 was spent on Labour Based Contracts; UGX 197,991,000 was expended on Force Account; UGX 53,058,307 was utilised as Mechanical Imprest; Office Imprest amounted to UGX 17,416,352; Bridges expenditure amounted to UGX 34,351,500 and emergencies amounted to UGX 132,929,932 as shown in the Table 14 below. Kitgum UNRA Station had an absorption rate of 75.5%.

Kitgum UNRA Station explained that the delays in the procurement process affected timely implementation of planned activities. Delays were caused by lack of procurement imprest to enable a smooth running of the PDU and this was compounded by absence of roads staff who are members of the contracts committee who are always in the field.

In addition, late release of URF funds was cited as affecting timely implementation of activities. Q1 funds amounting to UGX 666,812,183 were received on 18/08/2015, 48 days into the quarter.

The Consultant also observed inadequately supported payment vouchers totalling UGX 31,631,100 as detailed in **Appendix 6 Table I**. These lacked supporting documents e.g. activity reports, time sheets, Goods Received Notes and Fuel Issue orders.

Further, it was noted that the stores ledger was not updated. For example, the balance recorded in the stores ledger for the grader blades was two and on physical verification, they were found to be three. The Consultant recommends improvement in stores management to ensure adequate controls. In addition, URF should train LGs in stores management for successful operations under the force account system

Table 14: Kitgum UNRA Station expenditure in Quarter 1

Details	Total Expenditure	Grand Total
	(Q1)	
	UGX	UGX
Labour Based Contracts	109,030,018	
Total		109,030,018
Office Imprest	17,416,352	
Total	-	17,416,352
Mechanical Imprest	-	
Preventive Repairs	53,058,307	
Minor repairs	-	
Total		53,058,307
Force Account Works	-	
A: Roads	-	
<i>i) Existing Roads</i>	-	
Acholibur-Puranga	112,891,000	
<i>ii) Additional Roads</i>	-	
Potika-Aweno-Olwiyo-Ngomoromo	21,375,000	
Kitgum-Kalongo- Patongo	63,725,000	
Total		197,991,000
B: Bridges	-	
Aringa Bridge	6,125,000	
Okura Bridge	7,272,000	
Awuc Bridge	7,000,000	
Wangecum 1 Bridge	8,019,500	
Wangecum 2 Bridge	5,935,000	
Total		34,351,500
C: Others	-	

Details	Total Expenditure	Grand Total
	(Q1)	
Emergencies	-	
Road Safety Activities	1,833,000	
Fuel – Station	109,063,442	
Jubilee Insurance compensation	1,000,000	
Term Maintenance contract Supervision	5,335,000	
WHT	3,993,100	
IT maintenance	10,560,000	
Bank Charges	1,145,390	
Total		132,929,932
GRAND TOTAL	544,777,109	544,777,109

4.1.2 Status of mainstreaming of cross-cutting issues

Both men and women are engaged in work on the roads. Women are encouraged to participate in road works and at the time of monitoring, the proportion of women working as road gangs constituted 60% of the work force. The Consultant was informed that issues of HIV / AIDS are always addressed during workshops. It was further noted that environmental issues are yet to be addressed. For example, some borrow pits are not reinstated. In addition, the climatic conditions do not favour tree planting. Further, staff revealed that there are no funds to address environmental issues.

4.1.3 Implementation challenges and key Issues at Kitgum UNRA Station

Implementation challenges in the DA included:

- i) Low payment rates for the routine manual maintenance, making it difficult to recruit labourers amidst competition from agriculture.
- ii) Aging fleet of equipment and vehicles; for example there is only one mechanically sound grader with two others constantly undergoing repairs, implying increasing operating costs. Also, the Station had four pickup vehicles but only one is in sound mechanical condition and the rest need constant repairs. The only sound vehicle is overused hence costs of maintenance are high. The same scenario also applies to tippers where the Station has four but only one is reliable. In addition, there is need to hire a Low bed to transport equipment, which further increases operational costs.
- iii) The Zonal equipment is not available to Kitgum UNRA Station.
- iv) Contractors prefer carrying out mechanized works for term maintenance contracts with a combination of routine manual maintenance and mechanised maintenance works.
- v) The Station's work plan was based on old rates whereas these were revised by the time of implementation. Therefore workers are demanding to be paid as per the new rates making the budget inadequate.
- vi) Late releases from the H/Q which delays implementation of road maintenance activities.
- vii) Inadequate mechanical imprest in the wake of ever rising costs and frequently mechanical breakdown.
- viii) The Station lacks key staff, particularly an Engineer, Engineering Assistants and mechanical supervisors.

4.1.4 Key Issues at Kitgum UNRA Station

The following key issues, respective risks and strategies for improvement were identified in a discussion with the staff at Kitgum UNRA Station in respect to utilization of road maintenance funds as shown in **Table 15** below:

Table 15: Key Issues at Kitgum UNRA Station

Ref.	Finding	Risk/Effect	Strategies for improvement
1.	Drainage works not addressed for the Term Maintenance contract of Kitgum – Orom road. Culverts not opened, offshoots not excavated and some lined drains not cleaned.	Rapid road deterioration.	Kitgum UNRA Station should instruct the contractor to concurrently handle mechanised maintenance and routine maintenance works.
2.	Contractor not on site for the Namokora – Adilang Term Maintenance contract.	Delay in executing programmed works	UNRA should clear outstanding payments to ensure that the contractor never leaves site because of financial constraints.
3.	Few offshoots for Namokora – Adilang road. Some culverts broken and window left in side drain	Fast road deterioration	Kitgum UNRA station should ensure that drainage along the road is increased and maintained.
4.	The swamp crossing at Km41.7 on Namokora – Adilang road, getting eroded.	Road getting cut off	Kitgum UNRA station should design appropriate remedial intervention to reinstate the swamp crossing embankment as well as adequately protecting it.
5.	Borrow pits along Namokora – Adilang road at Km46.4, Km49.9 and Km54.5 not reinstated.	Environment hazard	Kitgum UNRA station should ensure that the borrow pits are always reinstated.
6.	Non-uniform performance of Routine Manual Maintenance along Pader – Kalong – Paimol road.	Sectional deterioration of the road.	Kitgum UNRA station should ensure that all routine manual maintenance labourers perform and uniformly.
7.	Sharp culvert approaches for Pajule – Pader road.	Traffic accidents	Kitgum UNRA station should ensure that the culvert approaches are made gentle.
8.	A number of exposed rock outcrops for Adilang – Kilak road.	Accidents	Kitgum UNRA station should instruct the contractor to cover rock outcrops with gravel.
9.	Poor drainage for Acholi bur – Puranga road, with water stagnating in side drains, offshoots silted	Fast road deterioration	Kitgum UNRA station should ensure that the drainage system properly functions.
10.	Acholi Bur – Puranga road getting so rough given the number of potholes that are developing.	Inconvenience and high vehicle operating costs.	Kitgum UNRA should quickly intervene by appropriately attending to this road that is handling a big volume of vehicles from the districts of Pader and Lira.
11.	Diverting of road funds - UGX 108,331,900 was diverted by UNRA to facilitate a retreat with physical infrastructure committee of parliament at Jinja Nile Resort Hotel. These funds had not yet been refunded at the time of monitoring.	Non completion of planned works	URF should instruct UNRA to refund diverted funds to be utilised for planned activities.
12.	Payments totaling to UGX 31,631,100 were not supported with goods received note, time sheets, activity reports and defect reports.	Expenditure incurred not meeting objectives of URF.	URF should task Kitgum UNRA to fully account for all expenditures made using road funds.
13.	Late release of funds by UNRA head office	Non completion of planned work.	URF should engage UNRA to ensure timeless in funds disbursements
14.	Delays in the procurement process and lack of procurement Imprest.	Delayed implementation of road maintenance works.	URF should task the contracts committee members of Kitgum UNRA to prioritise procurements made at the station.
15.	Un updated stores ledger	Mismanagement of items in the stores.	URF should train the Station in stores management for successful operations under the force account system

Performance Rating of Road Maintenance Programme in Kitgum UNRA Station

The performance rating of Kitgum UNRA Station against Key Performance Indicators (KPIs) is as summarized in **Table 16** below:

Table 16: Performance Rating of Kitgum UNRA Station Q1 FY 2015/16

Physical Performance													
Type of Intervention	Annual Planned Quantity FY 2015/16 (km)	Cum. Planned Quantity Q1 FY 2015/16 (km)	Cum. Achieved Quantity Q1 FY 2015/16 (km)	Score (%)	Budget FY 2015/16 (UGX Million)	weight based on budget	Weighted Score (%)	Remark					
RMM	632.0	632.0	474.0	75.0%	546	5.2%	3.9%						
RMeM	1,064	570	295	51.8%	9,908	94.8%	49.1%						
PM													
Total					10,454	100.0%	53.0%	Physical performance score					
Financial Performance													
IPF FY 2015/16 (UGX Million)	Cum. Receipts Q1 FY 2015/16 (UGX Million)		Cum. Expenditure Q1 FY 2015/16 (UGX Million)			Financial Performance Score	Remark						
13,446,000,000	721,557,016		544,777,109			75.5%							
Performance Rating of Kitgum UNRA Station							Average Score (%)	Dashboard Color					
							64.3%						
Performance Rating Legend													
Performance Rating Range	Dashboard color				Performance Category								
0-33%					Poor								
34-67%					Fair								
68-100%					Good								

Table 16 above rates physical performance at 53% (Fair) and the financial performance rated at 75.5% (Good). The variance between the physical and financial performance is a result of commitment of before e.g. procurement of materials for Potika-Aweno-Olwiyo-Ngomoromo which have not yet been translated into works.

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

The URF budget for road maintenance programmes under the DUCAR network for FY 2015/16 had an approved annual budget allocation of UGX 146.440 billion. This report covers monitoring at selected agencies including Lamwo, Kitugm, Pader, Agago and Otuuke DLGs.

5.1 LAMWO DISTRICT LOCAL GOVERNMENT

Lamwo District Local Government is fairly a new district, created out of Kitgum, and inaugurated on 1 January 2010. The district has a population of about 134,000 people.

5.1.1 Physical Performance

Lamwo DLG as a Designated Agency is in charge of a road network of 328.8 km of district roads, and 226.3 Km of Community Access Roads.

The agency has two town councils namely Lamwo Town Council with 19.59 km of roads and Padibe Town Council with 12.6km.

The programmed approach to road maintenance was both periodic maintenance and routine manual maintenance though at the time of the consultant's visit, only routine manual maintenance was being executed.

At the time of monitoring, 30% of planned Routine manual maintenance in Q1 had been undertaken by the agency under the work plan for FY 2015/16. Periodic maintenance had not commenced.

The Consultant conducted an assessment of the extent of performance of planned road maintenance activities for FY 2015/16 and sampled and visited the following roads shown in Table 17 below;

Table 17: Roads visited during monitoring at Lamwo DLG

Sample	Name of Road	Length (Km)	Sample	Name of Road	Length (Km)
1	Ogwec - Awenolwiyo	18.1	7	Kitgum - Ngomoromo, Lamwo TC	0.450
2	Dibolyec Health Centre	2.0	8	Olebi - Pakalabule Lamwo TC,	2.7
3	Dibolyec Primary School	11.0	9	Opio Samuel rd, in Padibe TC	
4	Olebi - Lelapwot	9.0	10	Market street, Padibe TC	
5	Lokung - Kal	25.9	11		

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

Ogwec - Awenolwiyo road is a road in good condition after having undergone periodic maintenance in the F/Y 2014/15. However it was found overgrown. Routine manual maintenance; only grass cutting was being carried out. There were no visible offshoots.

Dibolyec Health Centre 2 - Dibolyec Primary School road was found in good condition; though grossly bushy and even narrowing. The road underwent Periodic maintenance in F/Y 2012/13.

Olebi - Lelapwot was in good condition. Routine Manual maintenance was being carried out though found bushy. The road was last worked on in FY 2014/15.

Lokung - Kal was in good condition having been worked on in F/Y 2014/15. Routine Manual maintenance and mainly grass cutting was being carried out.

The tarmacking of Ngomoromo – Kitgum road in Lamwo Town Council was found being done. 400 m of 450 m had received a first seal coat of 14/20 mm aggregates. A section of about 50m was primed 3 months before the monitoring and was due to receive a first seal coat. Preparations to acquire materials for second seal coat; 10/14 aggregates was on course. It was noted that although the carriageway works were being carried out, no due regard had been placed on commencing on the drainage works. There were clear signs of runoff on the newly surface dressed road.

Padibe Town Council was to commence routine manual maintenance on 26 October 2015. The roads were found overgrown and drainage system requiring urgent attention.

The general condition of the roads visited is shown below:



Lamwo DLG: Ogwec – Awenolwiyo, 18.1 Km; Road in good condition though windrow left in side drain.



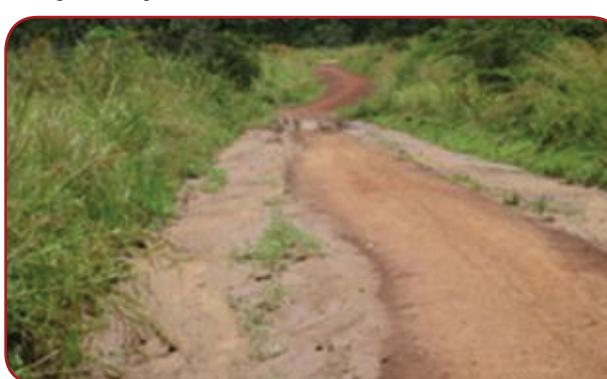
Lamwo DLG: Ogwec – Awenolwiyo, 18.1 Km; On-going grass cutting but width and height need addressing.



Lamwo DLG: Dibolyec Health Centre 2 – Dibolyec Primary School, 11.0 Km: Road in good condition though bushy.



Lamwo DLG: Olebi – Lelapwot, 9.0 Km: Pagada bridge requiring warning signs and river training.



Lamwo DLG: Lokung – Kal, 25.9 Km: Lack of off shoots to leading to erosion of road edges and excessive silting in the low lying areas of the roads.



Lamwo DLG: Olebi – Pakalabule Lamwo TC, 2.7 km; Road in good condition just requiring routine manual maintenance.



Lamwo DLG: Kitgum – Ngomoromo, Lamwo TC, 450m; Part of the tarmac works but section primed 3months before monitoring.



Lamwo DLG: Kitgum – Ngomoromo, Lamwo TC, 450m; Road surface dressed but drainage works not yet carried out.



Lamwo DLG: Opio Samuel rd, in Padibe TC; road in good condition though bushy.



Lamwo DLG: Market street, Padibe TC; Drainage requiring attention.

Figure 5.1 Photographs in Lamwo DLG

5.1.2 Financial Performance

Lamwo District Local Government had an approved work plan budget of UGX 156,724,000 for FY 2015/16. The Consultant noted that that agency had no rolled over funds.

A review of the balances brought forward in the FY 2015/16 showed a reconciled cash book balance of UGX 154,168 (on 1st July 2015). The bank reconciliation of June 2015 further shows that the balance as per bank statement (30th June 2015) was UGX 562,582,044 with outstanding cheques unpaid at the close of the year totalling UGX 562,427,876 (**Appendix 6 VII**). A whistle-blower pointed to the fact that road funds are misused at the agency e.g. through payments for more days for hire of equipment than actual days worked and frequently using one or two providers. There is need to carry out a detailed technical and financial audit to ensure that all the outstanding cheques were paid for activities actually carried out.

During Q1, Lamwo DLG received UGX 162,737,816 for road maintenance works whereas approved work plan budget of UGX 156,724,000 (104%). Funds were credited on the District General Account on 10th August 2015 and transferred to the Works bank account on 28th August 2015, 18 days after receipt.

Utilisation of funds disbursed:

The Consultant noted that out of the disbursed funds (UGX 162,737,816); a total of UGX 43,502,345 was transferred to Padibe (UGX 19,379,117) and Lamwo (UGX 24,123,228) Town Councils as summarised in Table 18 below. The balance that was available for maintenance of district roads during the quarter amounted to UGX 119,235,471.

A review of the financial records at the agency showed that only UGX 4,468,000 was utilised in the period monitored, resulting into a financial performance of only 4%. UGX 1,968,000 was spent on allowances for inspection and boundary demarcation under RMM whereas UGX 2,680,000 was expended on facilitation for travel to sign performance agreements. A summary is given in **Table 18** below;

Underlying factors advanced for the low level of performance include late receipt of funds and delays in the procurement process; hence works had not yet commenced other than routine manual maintenance works that had started but had not yet been paid for.

Table 18: Summary of Funds Utilisation at Lamwo DLG

Period	Funds released	Transfers to Town Councils	Available funds in Qtr	Funds utilised in the quarter	Balance unutilised	Percentage utilised
	UGX	UGX	UGX		UGX	
Q1	162,737,816	43,502,345	119,235,471	4,648,000	114,587,471	3.9%
Total	162,737,816	43,502,345	119,235,471	4,648,000	114,587,471	3.9%

Lack of cooperation by DLG staff

The Consultant was informed that Periodic Maintenance could not be undertaken due to PPDA procurement requirements of using prequalified service providers under Force on account (for supply of fuel and hire of equipment). It was reported that the exercise was on-going. However, the Procurement Officer refused to meet the Consultant, despite efforts made by the District Engineer and other officials to request an appointment with him. He was deliberately out of office during the days of the monitoring exercise. Since failure to execute road works hinged on delays in the procurement process, the official's failure to turn up and give explanation and the status of the procurement process shows laxity and performance gaps at the DLG, which affects service delivery.

The Consultant observed that a manual accounting system is used to account for all Works department funds regardless of source. Also, one bank account is kept for all funds of the department. It was further noted that there is no system in place to distinguish expenditure made using URF funds since all payment vouchers are kept in the same file without any reference to source of funding. The records of URF expenditure had to be isolated by an Accounts Assistant, who was also not sure which expenditure related to URF and had to consult the Accountant that was not at work during the exercise. The accountants should put in place a control ledger to help account for URF funds and track funds received and respective expenditure. This will improve accountability for road funds and also be able to provide appropriate accounting information for decision making.

The Consultant noted that some expenditure incurred by the DLG was not supported. Fuel of UGX 960,000 was not accounted for, in addition to lack of activity reports to support field costs. Bank reconciliations were prepared by Accounts Assistant but were not verified by a senior official.

Funds disbursed to Town Councils

Padibe Town Council

A review of financial records at Padibe Town Council (TC) shows that UGX 19,379,117 was received from the District and credited on the TC bank account on 4th September 2015. The TC only had UGX 68,681 as balances rolled over from FY 2014/15.

The TC did not carry out substantial road maintenance works during Q1. Only UGX 1,570,000 was utilised for tractor repairs; UGX 750,000 for labour charges and 388,752 spent on bank charges and withholding tax. The reconciled bank balance at 30th September 2015 was UGX 16,788,287. TC management explained that land compensation issues affects implementation of works when locals want to be compensated before opening up new roads.

The Consultant observed that bank reconciliation statements were neither signed by the Accounts Assistant nor reviewed by a senior officer.

Releases to Lamwo Town Council

The TC had rolled over funds of UGX 368,403,073 from the financial year 2014/15. In addition, the TC received UGX 24,123,228 from the district on 18th September 2015. Total available funds totalled UGX 392,526,301. Lamwo Town Council utilised UGX 378,674,411, UGX 2,850,000, and UGX 10,979,560 for Tarmacking, Routine Manual Maintenance, and other qualifying works respectively as shown in Table 19 below. The absorption rate of the TC was 99.9 %.

Table 19: Funds released and utilised at Lamwo Town Council

Period	Funds released	Available Funds	Funds	% Utilization	Un-utilized Funds
			Utilization		
		UGX	UGX	%	UGX
Bal B/f	368,403,073	368,403,073			
Q1	24,123,228	392,526,301	392,503,971	99.9	22,330
Total	392,526,301	392,526,301	392,503,971	99.9	22,330

Despite reflecting good performance, the Consultant team noted the following:

Physical Performance

The Tarmacking of Kitgum – Ngomoromo road is behind schedule, with first seal coat yet to be completed. Second seal materials and stones for drainage works were reported as being procured. It can be noted that funds for the tarmacking have been fully utilised though physical performance is estimated at only 30%.

Missing payment vouchers:

Payment vouchers at the TC amounting to UGX 26,972,000 (comprised of two payments for UGX 11,054,000 and UGX 15,918,000) were not availed to the Consultant. Available staff at the time of the exercise explained that they could have been kept by the Treasurer who was away for studies. The Consultant was unable to confirm whether these payments were utilised for planned activities.

Inadequately supported payments

Payments totalling UGX 232,418,011 incurred by the TC were inadequately supported with documents e.g. pre and post assessment reports, activity reports, receipts, time sheets, fuel consumption sheets and Goods Received Notes. Details are shown in **Appendix 6 Table II**. The Town Clerk explained that some accountability is with suppliers due to absence of a Treasurer in office.

Staffing gaps:

The Treasurer who is also the banking agent is undertaking studies and is hardly available at the TC to carry out his duties. TC activities are frequently halted because funds cannot be accessed. In addition, he had allegedly kept some payment vouchers which could not be traced.

Others gaps:

- Inadequate knowledge of book keeping by the Accountant of the TC.
- Lack of an up dated Vote Book, affecting the accuracy of the financial reports.
- Failure to cancel payment vouchers with a “PAID” stamp to deter duplication of payments.
- Failure by the internal audit department at Lamwo TC to supervise road works. There are no GRNs which are supposed to be approved by the Internal Audit department for all the supplies delivered.

Lamwo Sub Counties

At the time of monitoring, no disbursements had been made to the Sub counties. A review of financial records of eight out of the nine sub counties under Lamwo DLG showed that they had minimal rolled over funds to undertake any road maintenance works during the quarter as shown in Table 20 below. The district indicated that funds will be disbursed to Sub counties in the second quarter.

Table 20: Balances rolled over by Lamwo DLG Sub-counties

Sub county	Rolled Over funds from FY 2014/15
	UGX
Paloga Sub County	392,249
Agoro Sub County	66,980
Madi Opei Sub County	199,372
Padibe West Sub County	0
Palabek Kal Sub County	107,773
Palabek Gem Sub County	457,453
Lokung Sub County	360,089
Padibe East Sub County	4,975
Total	1,588,891

The monitoring exercise revealed that some Sub counties had erroneous bank reconciliation statements and require training and support from the district. For example, Paloga SC indicated the balance per bank statement at the close of the year was UGX 492,249 in the bank reconciliation whereas the bank statement showed UGX 392,249; with a variance of UGX 100,000. At Madi Opei, the bank statement had a closing balance of UGX 2,673,000 whereas the bank reconciliation showed the balance per bank statement was UGX 199,372. It was observed that a reconciling figure of a payment of UGX 2,673,000 which was paid in July 2015 had not been shown on the reconciliation, hence use of wrong bank statement figures.

5.1.3 Status of mainstreaming of cross-cutting issues

Cross cutting issues are generally mainstreamed in the district activities, although a lot needs to be done. At the beginning of every road maintenance activity, there is community mobilisation for cross cutting issues mainly environment and HIV/AIDS.

However, there is need to clarify the available budget for cross cutting issues on time. Funds to undertake activities related to cross cutting issues are released late in the F/Y thus, not much can be done. In addition, there is need to share information amongst various district departments in advance e.g. information on roads to be undertaken in the period so that screening and sensitisation is done timely. Also, there is need for respective staff undertaking work in cross cutting issues to be involved in meetings early enough to ensure timely interventions.

Padibe TC has a gender focal person responsible for ensuring that large proportions of women are included in road activities. The activities are mainly in the area of keeping the roads clean including sweeping and collection of litter. However, the Consultant noted that sometimes environmental issues are not properly addressed. For example, the TC did not restore borrow pits citing lack of funds for reinstatement and the fact that the TC keeps reusing them.

5.1.4 Implementation challenges and key Issues at Lamwo DLG

Implementation challenges in the DA included:

- i) Low payment rates for the routine manual maintenance, making it difficult to recruit labourers amidst competition from agriculture and cross border trade. A few people who are employed are not consistent as they work in their farms first and work on roads in the afternoons. It should be noted that the district has fertile soils and road gangs prefer to farm than work on the roads at low payment rates.
- ii) Lack key equipment like vibro rollers and excavator and aging fleet of equipment and vehicles.
- iii) Land wrangles affecting road works especially opening of offshoots. The District Roads Committees tries to hold discussions with communities on how to resolve the land issues to enable road projects be undertaken.
- iv) Fear of commencing routine manual maintenance before receipt of funds (fearing to commit people to do work before funds are available).

The following key issues, respective risks and strategies for improvement were identified in a discussion with the staff at Lamwo DLG in respect to utilization of road maintenance funds as shown in **Table 21** below:

Table 21: Key Issues at Lamwo DLG

Ref.	Finding	Risk/Effect	Strategies for improvement
1.	Ogwec – Aweno Olia road, windrow left in drain.	Fast road deterioration	Lamwo DLG should ensure road drainage is always kept clear of any materials.
2.	Ogwec – Aweno, grass cutting width and height need revisiting as well as disposal of cut grass.	Fast road deterioration	Lamwo DLG should enforce the right specifications of 3m width and 75mm height of cutting grass. Grass cut should be collected and disposed of appropriately.
3.	Dibolyec HC 2 – Dibolyec PS 2, road too bushy, narrowing. Grass cutting on going but slow progress.	Fast deterioration	Lamwo DLG should plan and schedule routine manual maintenance to avoid roads getting bushy to extents of narrowing.
4.	Olebi – Olebi – Lelapwot, existing bridge require river training and warning signs.	Accidents and flooding	Lamwo DLG should erect bridge warning signs and also carry out river training.
5.	Lokung – Kal, lack of offshoots leading to siltation in mostly low lying road sections.	Fast road deterioration	Lamwo DLG should carry out sensitization campaigns as to allow offshoots being excavated without getting blocked.
6.	Kitgum – Ngomoromo, primed 3 months before monitoring, drainage works not yet done.	Fast road deterioration	Lamwo TC should clean the 50m section and re-prime it before surface dressing. It's also imperative that drainage works should commence without any further delay.
7	Lack of routine manual maintenance for Padibe town council roads.	Fast road deterioration.	Although Padibe TC was scheduled to start RMM on 26 October 2015, management should avoid delaying its commencement in their annual program.
8	Payments of UGX 960,000 incurred by the DLG were not supported.	Expenditure incurred not meeting URF objectives.	Lamwo DLG should ensure road funds are accounted for.
9	At Lamwo DLG, Bank reconciliations were prepared by the Accounts Assistant but were not verified by a senior official. At Padibe TC, bank reconciliations were neither signed by the Accounts Assistant and nor reviewed by a senior officer.	Errors of omission or commission passing undetected.	Lamwo DLG should ensure bank reconciliations are verified by the CFO. Padibe TC should ensure bank reconciliations are signed and reviewed by a senior officer.
10.	Comingling of URF funds and accounting records and lack of a mechanism to distinguish expenditure made using URF funds. The Accounts Assistant met was not sure of the expenditure relating to URF.	Lack of an audit trail for fund utilised.	Lamwo DLG should put in place a control ledger to help account for URF funds and track funds received and respective expenditure to improve accountability.
11.	Some Sub counties had erroneous bank reconciliation statements.	Incorrect financial reports.	Lamwo DLG should train and support sub county staff in preparation of reconciliations.
12.	Missing payment vouchers at Lamwo TC totalling UGX 26,972,000.	Payments made not meeting the objectives of URF.	Lamwo DLG should task Lamwo TC to account for the missing payment vouchers or refund road funds.

Ref.	Finding	Risk/Effect	Strategies for improvement
13.	Failure to have an up dated Vote Book by Lamwo TC.	Unreliable financial statements and budget overruns.	Lamwo DLG should task Lamwo TC update the Vote Book.
14.	Inadequate knowledge of book keeping by Lamwo TC accountant.	Unreliable financial statements.	Lamwo DLG should train and support Lamwo TC accountant.
15.	Lamwo TC - Failure to cancel payment vouchers with a "PAID" stamp to deter duplication of payments.	Multiple payments.	Lamwo TC should ensure that all payments are stamped "PAID" to mitigate risks of duplicating payments.
16.	Lamwo TC - Inadequately supported payment vouchers totalling UGX 232,418,011.	Funds not utilised for the intended road maintenance works.	URF should notify the DA that funds spent on payments which are inadequately supported are refundable. Also, District accountants should support the TC.
17.	Failure by the internal audit department at Lamwo TC to monitor road works.	Underperformance by user departments.	Lamwo DLG should ensure that the internal audit department monitor all the road works.
18.	Delays in transferring funds to the Works account. Q1 funds were credited on the District General Account on 10 th August 2015 and transferred to the Works account on 28 th August 2015, 18days after receipt.	Delayed implementation of planned activities.	Lamwo DLG must ensure funds are transferred timely to the Works account.
19.	Staffing gaps at Lamwo TC- Treasurer (the banking agent) is undertaking studies and is hardly available at the TC. Funds cannot be accessed when required. Also, the Treasurer supposedly keeps some payment vouchers and office funds at his home.	Delayed implementation of planned activities. Keeping office documents and cash at home is an indicator of fraudulent activities.	Lamwo TC should employ a new Treasurer and hold the current one accountable for missing documents and accountability.
20.	Land compensation issues at Padibe TC where communities want to be compensated when opening up new roads.	Delayed implementation of works.	Lamwo TC should sensitise the communities on the importance of a good road network in the TC.
21.	Lack of cooperation by DLG staff: The Procurement Officer deliberately refused to meet the Consultant to explain delays and status of procurements which had stalled commencement of road works.	Information gaps.	Lamwo DLG should discipline staffs who impede timely execution of activities meant to streamline development in the DLG.

Performance Rating of Road Maintenance Programme in Lamwo DLG

The performance rating of Lamwo DLG against Key Performance Indicators (KPIs) is as summarized in **Table 22** below:

Table 22: Performance Rating of Lamwo DLG Q1 FY 2015/16

Physical Performance												
Type of Intervention	Annual Planned Quantity FY 2015/16 (km)	Cum. Planned Quantity Q1 FY 2015/16 (km)	Cum. Achieved Quantity Q1 FY 2015/16 (km)	Score (%)	Bud- get FY 2015/16 (UGX Million)	weight based on budget	Weighted Score (%)	Remark				
RMM	292.0	292.0	87.60	30.0%	86	22.3%	6.7%					
RMeM	8	-	-		64	16.6%						
PM	16.50	6.00	-	0.0%	236	61.1%	0.0%	Commence- ment of works affected by delays in procurement				
Total					387	100.0%	6.7%	Physical performance score				
Financial Performance												
IPF FY 2015/16 (UGX Mil- lion)	Cum. Receipts Q1 FY 2015/16 (UGX Million)		Cum. Expenditure Q1 FY 2015/16 (UGX Million)		Financial Performance Score		Remark					
739,340,420	119,235,471		4,648,000		3.9%							
Performance Rating of Lamwo DLG						Average Score (%)	Dashboard Color					
						5.4%						
	Performance Rating Legend											
Performance Rating Range	Dashboard colour			Performance Category								
0-33%				Poor								
34-67%				Fair								
68-100%				Good								

Table 22 above rates the financial performance of Lamwo DLG at (3.9%) which also explains the poor physical performance of the DA (6.7%).

5.2 KITGUM DISTRICT LOCAL GOVERNMENT

Kitgum District Local Government is an old district in Northern Uganda. The district was too big that three new districts were carved out of it namely Pader, Lamwo and Agago District Local Governments.

5.2.1 Physical Performance

Kitgum DLG as a Designated Agency has a road network of 279Km of district roads, 38.44Km of Town Council roads and 165Km of Community Access Roads. The programmed approach to road maintenance for the period under review was routine manual maintenance and periodic maintenance.

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

- i. 40% of planned Routine manual maintenance in Q1 had been undertaken by the agency; and
- ii. Performance for Periodic maintenance stood at 3.3% of planned activities.

The Consultant observed that although Periodic maintenance was not planned for in quarter 1, but it was nevertheless carried out.

In order to assess the extent of performance of planned road maintenance activities for FY 2015/16, the Consultant sampled and visited the following roads in Table 23;

Table 23: Roads visited during monitoring at Kitgum DLG

Sample	Name of Road	Length (Km)	Sample	Name of Road	Length (Km)
1	Oryang - Ojuma - Kitgum Matidi	16	5	Langalanga road	0.9
2	Kitgum Matidi - Mucwini	19	6	Westland A and B roads	1.6
3	Mucwini - Namokora	35	7	Irene Gleeson road	2.7
4	Anyima - Lagot	12.6	8	Bwangweno road	1.0

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

Oryang – Ojuma – Kitgum Matidi road, 16km was found in good condition given that it had undergone periodic maintenance in the F/y 2014/15. Routine manual maintenance and mainly grass cutting was being carried out though the activity started in September 2015. It was noted that the width and height of cutting needs to comply with the specifications of 3m width and 75mm height. Also, the cut grass should be collected and disposed of appropriately lest it blocks the drainage system. Warning signs should be erected and river training done for the bridge at Km3.

Kitgum Matidi – Mucwini, 19km was undergoing periodic maintenance for the first 5.7km, though the grader broke down when only 2km had been bush cleared. The bridge at chainage 3+350 needs safety barriers, warning signs and river training. The section not considered for periodic maintenance was in good condition and under routine manual maintenance, though performance needs improvement.

The Mucwini – Namokora road, 35Km was in good condition and with routine manual maintenance and mainly grass cutting being carried out.

Anyima – Lagot road, 12.6km was found in good condition with only routine manual maintenance being carried out. River training for the swamp crossing at Km7.99 should be carried out especially for the downstream end.

Clearing to widen road width has been done for West land A and West land B roads in the Town Council.

The routine manual maintenance that included drainage opening and grass cutting was found commendable for Irene Gleeson road, Nusaf road and Bwangeno roads in the town council.

Kitgum DLG management commended URF road funds because critical access roads have been funded. Areas previously not accessible and now reachable because culverts have been installed and areas raised which has improved service delivery e.g. health care to communities. Hard to reach areas have reduced. District Roads Committees are in place but their functionality is minimal since majority are not available in the district.

The Consultant observed that culverts had been procured for the Periodic Maintenance of Kitgum Matidi – Mucwini road and reportedly delivered at the Mucwini sub county. The absence of verification by the stores was found irregular and delivering them at the sub county and later transported to site would lead to breakages.

The general condition of the roads visited is shown below:



Kitgum DLG: Oryang – Ojuma – Kitgum Matidi, 16Km; Road in good condition, bridge warning signs should be erected.



Kitgum DLG: Oryang – Ojuma – Kitgum Matidi, 16Km; Grass cutting being carried out.



Kitgum DLG: Kitgum Matidi – Mucwini, 19Km; Road under periodic maintenance and only bush clearing so far done.



Kitgum DLG: Kitgum Matidi – Mucwini, 19Km; Bridge at Km3.35 requiring warning signs, erection of barriers and river training.



Kitgum DLG: Kitgum Matidi – Mucwini, 19Km; Grass cutting being carried out.



Kitgum DLG: Mucwini – Namokora, 35Km; Road in good condition.



Kitgum DLG: Anyima – Lagot, 12.6Km; Road in good condition and grass cutting being carried out.



Kitgum DLG: Anyima – Lagot, 12.6Km; Well raised swamp crossing though river training required.



Kitgum DLG: Westland A &B roads, 1.6Km; Road opened and big trees brought down to create way.



Kitgum DLG: Westland A &B roads, 1.6Km; road opened with structures demolished to create way.



Kitgum DLG: Irene Gleeson road, 2.7Km; Well-maintained side drain



Kitgum DLG: Irene Gleeson road, 2.7Km; Well-maintained side drain



Kitgum DLG: Bwangweno road, 1Km; on-going drainage maintenance



Kitgum DLG: Uhuru road; On-going mechanized grass cutting.

Figure 5.2 Photographs in Kitgum DLG

5.2.2 Financial Performance

Kitgum District Local Government had an approved work plan budget of UGX 138,743,000 for FY 2015/16. The Consultant noted that the agency had no rolled over funds brought forward in the FY 2015/16, as all funds were reportedly utilised during the FY 2014/15.

A review of financial records revealed that during the quarter ended September 2015, Kitgum DLG received UGX 218,089,969 for road maintenance works in the district. All funds budgeted for in the Quarter 1 work plan were received and credited on the District General Account on 13th August 2015, but were transferred to the Works bank account on 2nd September 2015, 19 days after receipt.

Utilisation of funds disbursed:

Out of the quarterly release of UGX 218,089,969, it was noted that UGX 59,141,892 was disbursed to Kitgum Town Council on 4th September 2015, leaving a balance of UGX 158,948,077 for utilisation on District roads. By the end of Q1, UGX 137,117,537 had been paid out to meet operational and other road maintenance expenses at the DA, leaving a balance of UGX 21,831,039 unexpended from the bank.

However, it was observed that although UGX 137,117,537 had been withdrawn from the bank, all funds had not yet been utilised for road maintenance works during Q1. Only UGX 48,051,458, representing 30.2% of the funds available during the quarter was utilised by the DA. The balance of UGX 89,066,079 (56% of funds for road maintenance works) comprised prepayments to various providers and allowances to staff as expounded in the paragraphs below. A summary of actual costs incurred net of prepayments is given in Table 24 below.

Table 24: Summary of Funds Utilised at Kitgum DLG for Q1

Expenditure Category	Release for the quarter	Funds utilised in the quarter	Balance unutilised	Percentage utilised
	UGX	UGX	UGX	
Operational costs	10,884,571	9,329,118	1,555,453	85.7%
Manual Routine Maintenance	47,335,885	4,591,500	42,744,385	9.7 %
Mechanical Imprest	17,773,852	14,489,040	3,284,812	81.5%
Periodical Maintenance	82,954,268	19,641,800	63,312,468	23.7%
Total Expenditure	158,948,576	48,051,458	110,897,118	30.2%

The Consultant noted that funds budgeted for Manual Routine Maintenance were actually spent on Periodical Maintenance for Mucwini-Kitgum-Matidi road. Management explained that during the months of July and August 2015, the district was still recruiting road gangs and gang leaders and actual road works started in September 2015.

As mentioned above, the Consultant observed that Kitgum DLG paid suppliers before delivery of service, which exposes the district to risk of financial loss in case the providers fail to deliver the goods or services. In addition, allowances for staff (caterpillar drivers, roads mechanics and drivers of motor vehicles) were paid in advance before undertaking required works, which could also expose the agency to risk of non-performance and financial loss.

To expound on the preceding paragraph, the Consultant observed that;

- The district had hired road equipment consisting of Low bed vehicle (2-way payment), excavator, vibro roller and water bowser totalling UGX 23,800,000 and the supplier was paid before works were undertaken.
- Culverts worth UGX 9,660,000 were procured and supposedly delivered to a Sub county headquarters because they were not yet required at the road sections they were meant to be installed.
- Fuel totalling UGX 45,059,494 for two roads of Pachwa-Obyen Road (fuel of UGX 10,666,250) and Muchwini-Kitgum-Matidi road (fuel of UGX 34,393,244) had been paid for in advance at the time of monitoring although road works had hardly commenced.
- Allowances totalling UGX 30,188,385 for Pachwa-Obyen Road (UGX 10,069,635) and Muchwini-Kitgum-Matidi road (UGX 20,118,750) had been withdrawn and UGX 3,564,800 and UGX 6,417,000 paid to staff in advance for working on the two roads respectively before undertaking required works. The Accountant explained that these were district staff and therefore could not fail to undertake works.

From the paragraphs above, its notable that although funds were paid out in advance to providers, physical performance was low (16.7%).

- Payments were authorised by the District Engineer but some payment vouchers were not signed by the Sector Accountant Works and the CFO. In addition, PVs were not verified by internal audit.
- Payment vouchers and supporting documents were not cancelled with a PAID stamp to deter duplication of payments.

The Consultant recommends that district officials desist from committing road funds to suppliers and staff before commencement of work. At least, an agreed advance should be paid on signing the contract and balance paid after delivery of service. Also, staff allowances should not be paid far in advance before work commences.

Table 25: Summary of Funds Utilised at Kitgum DLG

Period	Funds released	Transfers to Kitgum TC	Available funds in Qtr	Funds utilised in the quarter	Balance unutilised	Percentage utilised
	UGX	UGX	UGX	UGX	UGX	
Q1	218,089,969	59,141,892	158,948,077	48,051,458	110,896,619	30.2%
Total	218,089,969	59,141,892	158,948,077	48,051,458	110,896,619	30.2%

Kitgum Town Council

Funds Released in Q1 FY 2015/2016

The TC had rolled over funds of UGX 10,889,541 from the financial year 2014/15. In addition, the TC received UGX 59,141,892 from the district on 4th September 2015. Total available funds totalled UGX 70,031,433. Kitgum Town Council utilised UGX 8,201,350, UGX 38,875,000, and UGX 1,176,000 respectively for Routine Manual Maintenance, Routine Mechanised Maintenance and other qualifying works respectively by the TC as shown in Table 26. The absorption rate of the TC was 68.9 %.

Table 26: Funds released to and utilised by Kitgum Town Council

Period	Funds released	Available Funds	Funds	Un-utilized Funds	% Utilised
	UGX	UGX	UGX	UGX	%
R/O	10,889,541	10,889,541			
Q1	59,141,892	70,031,433	48,252,000	21,779,433	68.90
Total	70,031,433	70,031,433	48,252,000	21,779,433	68.90

Despite fair performance, the Consultant team noted that payments totalling UGX 14,103,000 incurred by the TC were inadequately supported as shown in Appendix 6 Table III. In addition, there were no stores ledgers in place.

5.2.3 Status of mainstreaming of cross-cutting issues

For all projects undertaken, the district undertakes environmental and social screening, surveying the project for potential impact on the environment and necessary mitigation measures. Sample environmental screening reports were availed to Consultant. For contracted projects, the mitigation measures form an integral part in the Bills of Quantities (BoQs), e.g. ensuring burrow pits are covered and planting trees. These are verified before a final certificate is accepted. The district also undertaken tree planting at institutions along the roads mainly churches, mosques, schools and health centre. Environmental screening for FY 2015/16 was still on-going because affected roads had not yet been clarified. However, sometimes contractors ignore the retention fees since the amount is minimal vs. reinstating the environment. It is recommended that a significant proportion of the certificate be tagged to reinstating agreed environmental issues. Staffs lack facilitation in form of transport to monitor environmental issues in the district.

The Districts take into account the interests of both men and women in every project undertaken in the district and the percentage of women in district projects is considered and gender issues regularly monitored. The Community Development Officer explained the fact that the criteria for selecting gang workers, especially equipment, are often times not afforded by women.

Given the high prevalence levels of HIV/AIDS in Kitgum, the district budgets for sensitization of communities particularly in areas where roads are constructed. However, during road works community sensitisation about HIV/AIDS was not undertaken.

5.2.4 Implementation challenges and key Issues at Kitgum DLG

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

- i) Staffing gaps since the original districts was subdivided into three more districts of Lamwo, Agago and Pader and some staff transferred.
- ii) High maintenance costs for FAW equipment. In addition, the district is only allowed to carry out minor repairs for equipment and most funds are sent to the regional office. Bureaucratic procedures hamper timely repairs and ultimately affect timely implementation of road maintenance works.
- iii) Low payment rates for the routine manual maintenance, making it difficult to recruit labourers amidst competition from other economic activities.
- iv) Funds were not released according to plan. Funds were received in August thus RMM commenced in September, a month to the end of the quarter.
- v) Equipment breakdown e.g. grader affect timely implementation of activities. Moreover, the equipment is shared with the TC.
- vi) Compensation obligations at Kitgum TC -The TC has an accumulated debt of UGX 110 million for compensation of land owners for roads that were opened.
- vii) Delays in the procurement process – the Evaluation Committee takes long to select the best evaluated bidders because there is no procurement imprest allocated to the department.

The following key issues, respective risks and strategies for improvement were identified in a discussion with the staff at Kitgum DLG in respect to utilization of road maintenance funds as shown in **Table 27** below:

Table 27: Key Issues at Kitgum DLG

Ref.	Finding	Risk/Effect	Strategies for improvement
1.	The management of routine manual maintenance aims more at grass cutting other than other key activities like drainage cleaning and opening.	Fast road deterioration.	Kitgum DLG should incorporate drainage opening activities in the management of routine manual maintenance.
2.	Grass cutting does not meet the specifications of both width and height. Grass cut is left on the road.	Fast road deterioration	Kitgum DLG should enforce the right specifications of 3m width and 75mm height of cutting grass. Grass cut should be collected and disposed of appropriately.
3.	Good roads with some potholes developing due to rains.	Road deterioration	Kitgum DLG should embrace pothole filling as a way of preserving good road quality.
4.	Over grown river and lack of warning signs for bridge at Km3 along Oliang – Ojuma – Kitgum Matidi rd	Accidents and flooding	Kitgum DLG should carry out river training and erect warning signs for the bridge.
5.	No barriers and warning signs for bridge at Km3.35 along Kitgum Matidi – Mucwini road. Stream over grown.	Accidents and flooding	Kitgum DLG should erect barriers on the bridge as well as erecting warning signs.
6.	Narrow down stream end of the river crossing at Km7.990 along Anyima – Logot road.	Flooding	Kitgum DLG should carry out river training for the river crossing.
7.	West land roads A and B cleared of big trees, structures demolished, but will be overgrown with long time gap between works.	Multiple execution of works.	Kitgum TC should schedule to carry out works without long breaks.
8	Culverts had been procured for the Periodic Maintenance of Kitgum Matidi – Mucwini road and reportedly delivered at the Mucwini sub county.	Accountability gaps and breakages	Kitgum DLG should ensure stores verification of procurements and culverts should be delivered at the point to be installed to avoid breakages due to multiple handling.
9	Payments totalling UGX 14,103,000 incurred by Kitgum TC were inadequately supported.	Funds may not have been utilised for the intended road maintenance works.	URF should notify the Kitgum DLG that funds spent on payments which are inadequately supported are refundable. Going forward, all payments must be supported.
10	Payment to suppliers before delivery of service. Payment of allowances to staff before commencement of works.	Non-performance and financial loss in case providers fail to deliver service.	Kitgum DLG should not commit road funds to suppliers and staff before commencement of work; but pay advances and balance due after delivery of service. Staff allowances should not be paid far in advance before work commences.
11	Poor Stores management	Mismanagement of stores.	URF should train LGs in stores management for successful operations under the force account system.
12	Some PVs were not signed by the Sector Accountant and CFO. Payment vouchers and supporting documents were not cancelled with a PAID stamp.	Risk of misuse of road funds and duplication of payments.	PVs should be signed by the respective officers and PVs and supporting documents cancelled with a PAID stamp to deter reuse.

Performance Rating of Road Maintenance Programme in Kitgum DLG

The performance rating of Kitgum DLG against Key Performance Indicators (KPIs) is as summarized in **Table 28** below:

Table 28: Performance Rating of Kitgum DLG Q1 FY 2015/16

Physical Performance											
Type of Intervention	Annual Planned Quantity FY 2015/16 (km)	Cum. Planned Quantity Q1 FY 2015/16 (km)	Cum. Achieved Quantity Q1 FY 2015/16 (km)	Score (%)	Budget FY 2015/16 (UGX Million)	Weight based on budget	Weighted Score (%)	Remark			
RMM	277.0	69.8	27.92	40.0%	194	36.3%	14.5%				
RMeM											
PM	22.00	6.00	0.20	3.3%	341	63.7%	2.1%	Periodic Maintenance had been programmed to commence in Q2 though funds were received in Q1			
Total					535	100.0%	16.7%	Physical performance score			
Financial Performance											
IPF FY 2015/16 (UGX Million)		Cum. Receipts Q1 FY 2015/16 (UGX Million)	Cum. Expenditure Q1 FY 2015/16 (UGX Million)			Financial Performance Score	Remark				
1,001,310,159		158,948,077	48,051,458			30.2%					
Performance Rating of Kitgum DLG							Average Score (%)	Dashboard Color			
							23.5%	Red			

Table 28 above shows minimal road maintenance works were undertaken by the DA during the quarter monitored.

5.3 PADER DISTRICT LOCAL GOVERNMENT

Pader District Local Government was carved out of Kitgum DLG with its chief town at Pader where the district headquarters are located. Pader DLG is bordered by Lamwo District to the northwest, Kitgum District to the northeast, Agago District to the east, Otuuke District to the southeast, Lira District to the south, Oyam District to the southwest and Gulu District to the west.

5.3.1 Physical Performance

Pader DLG as a Designated Agency has a road network of 373.7Km of district roads, 45Km of Town Council roads and 752Km of Community Access Roads.

The programmed approach to road maintenance for the period under review was routine manual maintenance, routine mechanized maintenance and periodic maintenance.

At the time of monitoring, no works had been carried out by Pader District Local Government as per the work plan for FY 2015/16. Planned Routine manual maintenance, Routine mechanised maintenance and Periodic Maintenance all stood at 0% of planned activities.

Consultant sampled and visited the following roads as to assess the road condition;

Table 29: Roads visited during monitoring at Pader DLG

Sample	Name of Road	Length (Km)	Sample	Name of Road	Length (Km)
1	Pader – Latanya – Dure	45	5	Koyo – Lalogi – Bolo – Awere	24
2	Pajule – Amoko	25.5	6	Atanga – Bolo – Lagile	38
3	Lanyatido – Koyo – Lalogi	27			

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

Pader – Latanya – Dure road, is a busy road linking Pader to Kitgum DLGs. The road was found in a poor condition, with many potholes and gullies requiring urgent repairs and much of the road covered in a bush. Routine manual maintenance had commenced and activity being undertaken was grubbing. Drainage improvement is required most especially opening offshoots, opening culverts and carrying out river training.

The Pajule – Amoko road was in a poor state, with several failed sections, being bushy and no offshoots. The road requires rehabilitation and culvert crossings installed. Low lying areas should be raised. The routine manual maintenance activity of grubbing was rather slow.

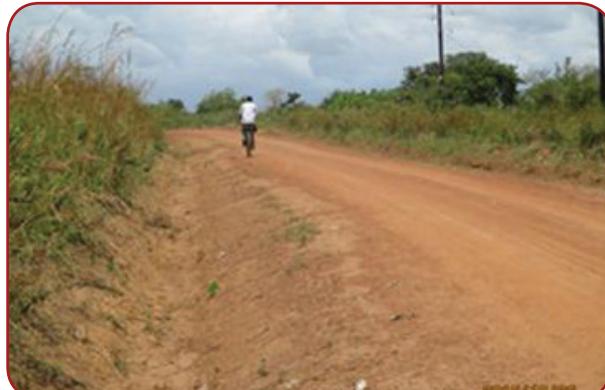
Lanyatido – Koyo – Lalogi road was fully gravelled in the FY 2014/15. Road was found in good condition with much of the gravel intact, although the first section of 4km didn't seem to have received adequate compaction given the development of wheel ruts. End structures to installed culverts need to be built and culvert approaches made gentle. The routine manual maintenance activity found being carried out was grubbing but at a slow rate.

Koyo – Lalogi – Bolo – Awere road although worked on in FY 2012/13, was in a fair condition. Routine manual maintenance needs intensifying; the grubbing being done should be expedited and developing potholes filled. The Koyo bridge at Km10.9 needs to be raised as a solution of its periodically being submerged whenever River Ayago floods.

The Atanga – Bolo – Lagile road has deteriorated and there was marked failure to adequately attend to it using routine manual maintenance. The road is bushy and narrow, with gullies and potholes. The Lapolu Ocwidia bridge at Km7 gets submerged whenever the River Ayago floods. The approaches to the bridge are grossly eroded that traffic restricted to avoid accidents. Therefore major road repair works are required and include grading, spot gravelling and raising of the Lapolu Ocwidia Bridge.

For the Pader township roads, routine manual maintenance had commenced and it mostly grubbing being done.

The general condition of the roads visited is shown below:



Pader DLG: Pader – Latanya – Dure, 45Km; Grubbing being done.



Pader DLG: Pader – Latanya – Dure, 45Km; Road in poor condition.



Pader DLG: Pajule – Amoko, 25.5Km; Road in poor condition with many developing potholes.



Pader DLG: Pajule – Amoko, 25.5Km; Installing cross culverts required.



Pader DLG: Lanyatido – Koyo – Lalogi, 27Km; Getting bushy due to slow start of rmm



Pader DLG: Lanyatido – Koyo – Lalogi, 27Km; gentle approaches needed for cross culverts.



Pader DLG: Koyo – Lalogi – Bolo – Awere, 24Km;
Road surface good, but bushy



Pader DLG: Koyo – Lalogi – Bolo – Awere, 24Km;
Koyo bridge gets submerged.



Pader DLG: Atanga – Bolo – Lagile, 38Km; Ocwida
bridge gets submerged approaches grossly eroded.



Pader DLG: Lanyatido – Koyo – Lalogi, 27Km; Bor-
row pits were not reinstated.



Pader DLG: Pader Town Council roads; Roads in dire
need of drainage system cleaning.



Pader DLG: Pader Town Council roads; Bushes need
clearing by routine manual maintenance.

Figure 5.3 Photographs in Pader DLG

5.3.2 Financial Performance

The Consultant noted that there were no rolled over funds for FY 2015/16. Although the DA had a budget of UGX 118,512,729 (as per the work plan for road works), a total of UGX 157,878,479 (133%) had been received by the end of Q1 FY 2015/16.

Utilisation of funds disbursed:

The monitoring team noted that out of the disbursed funds (UGX 157,878,479); UGX 26,523,118 was transferred to Pader Town Council on 30th September 2015; leaving a balance of UGX 131,355,361 available for maintenance of district roads during the quarter.

A review of the financial records at the agency further showed that only UGX 1,659,000 was utilised (for administrative costs) in the quarter monitored, resulting into a financial performance of only 1.3%. A summary is given in **Table 30** below;

Table 30: Summary of Funds Utilisation for Pader DLG

Period	Funds released	Transfers	Available Funds	Funds	% Utilisation	Un-utilized Funds
	Quarterly			Utilized		
	UGX	UGX	UGX	UGX		
Q1	157,878,479	26,523,118	131,355,361	1,659,000	1.3	129,696,361
Total	157,878,479	26,523,118	131,355,361	1,659,000	1.3	129,696,361

The low absorption rate was attributed to delays in the procurement process, where the Evaluation Committee failed to sit and select pre-qualified suppliers because they had not been paid their previous FY allowances. At the time of monitoring, the procurement process was still on-going. In addition, contracts of some Contracts Committee members had expired. The process of appointing new members of the Contracts Committee was further stalled by delayed approval of the nominated members by the MoFPED.

Late release of funds was also cited as affecting implementation of works. URF funds (UGX 157,878,479) were received on the General fund account on 13th August 2015 and were transferred to the works account on the 11th September 2015, hardly three weeks to the end of the quarter. The Consultants also observed that Pader Works department transferred UGX 26,523,118 to Pader Town Council at the end of Q1 (on 30th September 2015). Delays to transfer funds were attributed to a poor internet signal to run the IFMS. Thus, transactions could not be carried out.

Lack of imprest to speed up the procurement process also affected timely prequalification of providers. The Consultant was informed that Pader DLG advertised for the provision of works, supplies and services on 23rd September 2015 and New Vision refused to publish the advert due to outstanding debts.

Pader Town Council

Funds Released during the Q1, FY 2015/2016

Pader Town Council received UGX 26,523,118 from the district on 30th September 2015. No activities were implemented in Q1 since funds were received at the end of the quarter.

5.3.3 STATUS OF MAINSTREAMING OF CROSS-CUTTING ISSUES

The Health department at Pader DLG is not involved in sensitizing people about the HIV/AIDs while road works are being undertaken as clearly stated by an official in the health department who said that;

"We learnt that our department should be involved in sensitizing people about HIV/AIDS when roads works are being undertaken in one of the Technical Planning Committee meetings".

Borrow pits are not reinstated leading to environmental degradation.

The Consultant further found out that of the 28 gang leaders, 6 are women and workers are 50% women.

5.3.4 Implementation challenges and key Issues at Pader DLG

Implementation challenges in the DA included:

- i) Low payment rates for the routine manual maintenance, making it difficult to recruit labourers amidst competition from other economic activities like charcoal burning and farming.
- ii) Delayed to commencement of planned routine manual maintenance.
- iii) Lack of staff for highly specialized technical activities like bituminous works. This is going to have an impact on the planned tarmacking project within the town council.
- iv) Incomplete fleet of equipment that the DA resorts to hiring, making road maintenance expensive.
- v) Reducing mechanical imprest to town council in spite of aging fleet of equipment.
- vi) Poor internet connectivity, making use of IFMS inefficient to effect timely transfers and payments
- vii) Disillusioned Evaluation Committee delaying procurements
- viii) Late release of funds to Pader TC by Pader DLG
- ix) Failure to increase the road budget to TC inspite of increasing road length.

The following key issues, respective risks and strategies for improvement were identified in a discussion with the staff at Pader DLG in respect to utilization of road maintenance funds as shown in Table 31 below:

Table 31: Key Issues at Pader DLG

Ref.	Finding	Risk/Effect	Strategies for improvement
1.	Low payment of routine manual maintenance at UGX 100,000 per 2Km per month.	Difficulty of recruiting and retaining road gang workers and hence road deterioration.	MoWT and URF should carry out a study to revise the payment rate to make routine manual maintenance works attractive to local people.
2.	Frequent break down of equipment especially the grader that DA resorts to hiring.	Expensive maintenance	MoWT should source for equipment with less break down rate, and therefore more reliable and less expensive in executing road maintenance works.
3.	The Pader – Latanya – Dure road is bushy, lacking proper drainage system and in poor condition.	Road deterioration	Pader DLG should plan to undertake mechanized road repairs and also intensify routine manual maintenance.
4.	Pajule – Amoko road is in poor state, bushy, lacking functioning drainage system and a number of low lying road sections requiring raising.	Road becoming impassable	Pader DLG should consider rehabilitating the road.
5.	Lanyatido – Koyo – Lalogi getting bushy, lacking offshoots	Fast road deterioration	Pader DLG should intensify routine manual maintenance as well as excavating offshoots.
6.	Atanga – Bolo – Lagile road greatly failed and very bushy	Road becoming impassable	Pader DLG should plan to carry out mechanized maintenance and intensify routine manual maintenance.
7.	Koyo bailey bridge on Koyo – Lalogi – Bolo – Awere and Ocwidia bailey bridge on Atanga – Bolo – Lagile roads get submerged when the Ayago river floods.	Roads become inaccessible during rainy season.	Pader DLG should contact MoWT bridge section for appropriate remedial action.

Ref.	Finding	Risk/Effect	Strategies for improvement
8.	Bushy town council roads	Roads deterioration	Pader Town Council should intensify routine manual maintenance.
9	Lack of traffic signs on town council roads	Accidents	Pader Town council should erect traffic signs on the town roads.
10	Lack of drainage interconnectivity for town roads	Flooding	Pader town council should urgently come up with a drainage master plan for the town roads.
11	Failure to reinstate borrow pits	Environmental degradation	Pader DLG should always reinstate borrow pits that are opened during force account works.
12.	Lack of imprest to speed up the procurement process -Pader DLG advertised for the provision of works, supplies and services on 23 rd September 2015 but New Vision refused to publish the advert due to outstanding debts.	Risk of delays in the procurement process	URF should advise Pader DLG to always provide imprest to the PDU.
13	Late release of funds – funds were received on the General fund account on 13 th August 2015 and were transferred to the works account on the 11 th September 2015 (hardly three weeks to the end of the quarter); who in turn transferred funds to the TC on 30th September 2015.	A risk of delayed implementation of planned works	URF should engage MoFPED to fast track disbursement of road funds to improve time frames. Also, Kitgum DLG should improve internal processes to ensure funds are remitted timely to Works account and TCs.
14	Delays in the procurement process – the Evaluation Committee failed to sit and select pre-qualified suppliers because they had not been paid their previous FY allowances. Contracts of some Contracts Committee members had expired, renewal stalled by delayed approval of the nominated members by the MoFPED.	A risk of delayed implementation of planned works	Kitgum DLG should prevail over the Evaluation Committee to prequalify providers and liaise with MoFPED to expedite renewal of contracts for CC members which expired to ensure road works procurements are not delayed further.

Performance Rating of Road Maintenance Programme in Pader DLG

The performance rating of Pader DLG against Key Performance Indicators (KPIs) is as summarized in **Table 32** below:

Table 32: Performance Rating of Pader DLG Q1 FY 2015/16

Physical Performance										
Type of Intervention	Annual Planned Quantity FY 2015/16 (km)	Cum. Planned Quantity Q1 FY 2015/16 (km)	Cum. Achieved Quantity Q1 FY 2015/16 (km)	Score (%)	Budget FY 2015/16 (UGX Million)	Weight based on budget	Weighted Score (%)	Remark		
RMM	414.0	398.0	-	0.0%	106	23.9%	0.0%	Performance affected by procurement delays.		
RMeM	122	34	-	0.0%	48	10.9%	0.0%	Performance affected by procurement delays.		
PM	37.90	18.90	-	0.0%	290	65.2%	0.0%	Performance affected by procurement delays.		
Total					445	100.0%	0.0%	Physical performance score		
Financial Performance										
IPF FY 2015/16 (UGX Million)	Cum. Receipts Q1 FY 2015/16 (UGX Million)	Cum. Expenditure Q1 FY 2015/16 (UGX Million)	Financial Performance Score		Remark					
1,112,380,202	131,355,361	1,659,000			1.3%					
Performance Rating of Pader DLG					Average Score (%)	Dashboard Color				
					0.6%					

Table 32 above shows no road maintenance works were undertaken by Pader DLG during the quarter monitored.

5.4 AGAGO DISTRICT LOCAL GOVERNMENT

Agago District Local Government is a new district, carved out of Pader in July 2010. Agago DLG is bordered by Kitgum District to the north, Kotido District to the northeast, Abim District to the east, Otuuke District to the south, and Pader District to the west.

5.4.1 Physical Performance

Agago DLG as a Designated Agency is in charge of a road network of 480km of district roads, and 1,580 Km of Community Access Roads.

The DLG has three town councils; Agago Town Council with 22.3km, Kalongo Town Council with a road network of 23.4Km and Patongo Town Council with a road network of 16.3km.

The programmed approach to road maintenance was both routine mechanized maintenance and routine manual maintenance although at the time of the Consultant's visit, only routine manual maintenance was being executed and having only commenced in September 2015.

At the time of monitoring, 30% of planned Routine manual maintenance in Q1 had been undertaken by the agency per the work plan for FY 2015/16. Routine mechanised maintenance had not commenced.

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

Table 33: Roads visited during monitoring at Agago DLG

Sample	Name of Road	Length (Km)	Sample	Name of Road	Length (Km)
1	Agago – Lapono	20	5	Kalongo – Lumoi	30
2	Olung – Amyel	12.6	6	Kalongo town council roads	
3	Kabala – Kaket	11.2	7	Agago town council roads	
4	Kasusilo – Lumoi	10	8	Patongo town council roads	

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

Agago – Lapono road last received mechanized maintenance in FY 2012/13. The condition of the road is fair with isolated potholes. A stretch of about 150 m from Km2.530 needs to be raised and a good drainage system provided. Broken culverts should be replaced. For routine manual maintenance, grass cutting or bush clearing was being carried out although progress was low with much of the road bushy. More offshoots should be opened.

Olung – Amyel road was rehabilitated under CAIIP. The road is in good condition though bushy. For most of the culvert crossings, the approaches should be made gentle.

Kabala – Kaket road was last worked on in FY 2013/14. It is in a fair condition though some stretches require maintenance intervention and most notably the swamp section at Km5.170 that require proper drainage and raising. Routine manual maintenance should be intensified as to control the bush and opening drainage system.

Kasusilo – Lumoi road that was a Community Access Road was taken over by the district from Amiya Pacwa Sub County in FY 2015/16. The road is in good condition; need urgent installation of a culvert

crossing at Km1.3. Regarding the existing vented drifts at Km2.1 and Km4.5, river training and repairs to approaches should be done. Routine manual maintenance most especially bush clearing and drainage cleaning should be intensified.

Kalongo – Lumoi road was last worked on in FY 2014/15. Whereas the road is in fair state, potholes need filling and drainage should be improved. Guide posts for the drifts should be repainted and offshoots should be opened. The washed away culvert crossing at Km14.8 should be replaced with a vented drift. Routine manual maintenance should be intensified.

For the Kalongo town council roads, routine manual maintenance should be intensified, grass cutting being urgently done. The drainage system should be protected by lining for sections of the roads handling a big volume of water from the rock. Sections of the roads that have been grossly eroded should be rehabilitated.

For Agago Town Council roads though in good condition, they need routine manual maintenance to be intensified. Culverts should be installed at appropriate points as to facilitate good drainage.

Patongo town council roads need intensification of routine manual maintenance given the bushy state they were found in. The drainage system should be studied as to avoid cases of flooding when it rains.

The general condition of the roads visited is shown below:



Agago DLG: Kalongo – Lumoi, 30Km; Washed away culvert crossing that need urgent repairs.



Agago DLG: Kalongo – Lumoi, 30Km; Washed away culvert crossing that need urgent repairs.



Agago DLG: Kalongo Town Council roads; Grass cutting. Cut grass should be disposed of.



Agago DLG: Kalongo Town Council roads; Need for drainage improvement as to avoid gross erosion.



Agago DLG: Agago Town Council roads; Poor drainage requiring improvement.



Agago DLG: Agago Town Council roads; Cases of required access culvert installation.



Agago DLG: Patongo Town Council roads; Roads are bushy.



Agago DLG: Patongo Town Council roads; Drainage improvement required.



Agago DLG: Agago - Lapono, 20Km; A section made of black cotton soils requiring gravelling.



Agago DLG: Agago - Lapono, 20Km; Road is bushy affecting drainage system.

Figure 5.4 Photographs in Agago DLG

5.4.2 Financial Performance

Funding for Q1, FY 2015/2016

The Quarter 1 Workplan budget for Agago DLG for FY 2015/16 was UGX 215,720,626. The Consultant noted that the agency received UGX 215,720,626 (100%) during the quarter monitored. It was further observed that Agago DLG had rolled over funds of UGX 61,926,040. A summary of available funds for the quarter monitored is indicated in Table 34 below:

Table 34: Funds available at Agago DLG for Q1

Details	Amount UGX
Rolled over funds from FY 2014/15	61,926,040
Quarter 1 release	215,720,626
Total funds available in the quarter	277,646,666

Expenditure during Q1, FY 2015/2016

The Consultant noted that out of the available funds in the quarter (UGX 277,646,666); UGX 27,671,328, UGX 32,255,946 and UGX 23,434,469 were transferred to Kalongo, Agago and Patongo Town Councils respectively on 14th September 2015; leaving a balance of UGX 194,284,923 for district roads. Out of the available funds for district roads, UGX 49,264,000, UGX 1,000,000 and UGX 5,082,000 was utilised for Routine Manual Maintenance, District Roads Committee and Supervision respectively. The absorption rate is 28.5 % as shown in the Table 35.

Table 35: Summary of Funds Utilisation for Agago DLG

Period	Funds re-leased	Transfers	Available Funds	Funds	% Utilisation	Un-utilized Funds
	Quarterly			Utilization		
	UGX	UGX	UGX	UGX		UGX
R/O			61,926,040			
Q1	215,720,626	83,361,743	132,358,883	55,346,000	41.8	77,012,883
Total	215,720,626	83,361,743	194,284,923	55,346,000	28.5	138,938,923

The low absorption rate was attributed to:

- Late release of funds - URF funds (UGX 215,720,626) were received on the General fund account on 6th August 2015 and were transferred to the works account on the 24th August 2015, almost two months into the quarter. The Consultant also observed that Agago Works department transferred UGX 83,361,743 to the TCs on the 14th September 2015, two weeks to the end of the quarter.
- Delay in the procurement process since the user department was taking long to initiate procurements
- Lack of procurement imprest.

Other issues noted

- The Consultant team noted that payments totalling UGX 23,969,089 incurred by the Agago DLG were inadequately supported as shown in Appendix 6 Table IV.
- Poor stores management - there were no stores ledgers for items purchased. In addition, poor storage was observed e.g. 100 bags of cement in store were found placed on the ground.

Kalongo Town Council

Funds Released in Q1 FY 2015/2016

The TC had rolled over funds of UGX 11,907,652 from the financial year 2014/15. In addition, the TC received UGX 27,671,328 from the district on 14th September 2015. Total available funds totalled UGX 39,578,980. Kalongo Town Council utilised UGX 1,410,000, UGX 4,120,000 and UGX 1,975,100 for Routine Manual Maintenance, Maintenance of equipment and operations respectively as shown in Table 36. The absorption rate of the TC was 18.9 %.

Table 36: Summary of Funds Utilised by Kalongo Town Council

Period	Quarterly release	Available Funds	Funds utilised	% Utilised	Un-utilized Funds
			UGX	UGX	%
R/O		11,907,652			
Q1	27,671,328	27,671,328	7,505,100		
Total	27,671,328	39,578,980	7,505,100	18.9	32,073,880

Agago Town Council

Funds Released in Q1 FY 2015/2016

The TC had rolled over funds of UGX 178,000 from the financial year 2014/15. Agago TC received UGX 32,255,946 from the district on 14th September 2015. Total available funds totalled UGX 32,433,946. The TC utilised the funds as shown in table 37. The absorption rate of the TC was 80.6 %.

Table 37: Expenditure of road funds by Agago TC

Details	Amount - UGX
Routine Manual Maintenance	3,450,000
Mobilization of Equipment	14,032,000
Equipment Repairs	3,175,000
Supervision	1,416,000
Stationary	925,000
Audit and Monitoring	3,130,000
	26,128,000

Table 38: Performance summary for Agago Town Council

Period	Quarterly re-release	Available Funds	Funds utilised	% Utilised	Un-utilized Funds
	UGX		UGX		UGX
R/O		178,000			
Q1	32,255,946	32,255,946			
Total	32,255,946	32,433,946	26,128,000	80.6	6,305,946

The Consultant noted that out of funds received, UGX 500,000 was diverted by the Town Council. Management explained that road funds were borrowed to implement activities and would be refunded, which had not yet materialized by the time of monitoring. Diversion of road funds was attributed to low local revenue generated by the TC.

Patongo Town Council

Funds Released in Q1 FY 2015/2016

Rolled over funds from the FY 2014/15 amounted to UGX 49,838,658. Also, the TC received UGX 23,434,469 from the district on 14th September 2015. Total available funds totalled UGX 73,273,127. The absorption rate of the TC was 40.5 %.

Table 39: Expenditure of road funds by Patongo TC

Details	Amount - UGX
Routine Manual Maintenance	3,400,000
Fuel	10,004,940
Construction Materials	12,267,000
Motor Vehicle Maintenance	2,557,000
Operations	1,309,080
Bank Charges	141,900
Total	29,679,920

Table 40: Performance summary for Patongo Town Council

Period	Quarterly re-release	Available Funds	Funds utilised	% Utilised	Un-utilized Funds
	UGX		UGX		UGX
R/O		49,838,658			
Q1	23,434,469	23,434,469			
Total	23,434,469	73,273,127	29,679,920	40.51	43,593,207

Out of funds received for road maintenance activities, UGX 8,620,500 was diverted by the Town Council. Management explained that funds were borrowed to implement other Council activities and would be refunded, which had not yet occurred by the time of monitoring. Diversion of road funds was attributed to low local revenue generated by the TC.

5.4.3 Status of mainstreaming of cross-cutting issues

Generally the issue of gender is incorporated in road maintenance works. Of the 24 gang leaders, 9 are women, although the majority of gang workers are men. Also, HIV/AIDs issues are incorporated in road works by the district. Officials interviewed explained that before any road works are carried out, affected communities are sensitized about HIV/AIDs. However, there is no effort by Agago DLG works department to re-instate the borrow pits.

5.4.4 Implementation challenges and key Issues at Agago DLG

Implementation challenges in the DA include:

- i) Low payment rates for the routine manual maintenance, making it difficult to recruit labourers amidst competition from agriculture.
- ii) Delayed commencement of planned routine manual maintenance.
- iii) Frequent road equipment break down.
- iv) Land ownership problems resulting into locals blocking offshoots,
- v) Late release of funds
- vi) Delays in the procurement process and lack of procurement imprest

The following key issues, respective risks and strategies for improvement were identified in a discussion with the staff at Agago DLG in respect to utilization of road maintenance funds as shown in **Table 41** below:

Table 41: Key Issues at Agago DLG

Ref.	Finding	Risk/Effect	Strategies for improvement
1.	Most roads were found bushy, and where the bush was being cleared, the height and width was not sufficient.	Fast road deterioration	Agago DLG should endeavour to avoid roads getting bushy by ensuring proper performance of routine manual maintenance. Specifications should always be adhered to.
2.	The roads lacked offshoots.	Fast road deterioration	Agago DLG should ensure that offshoots are excavated along the roads so as to have good drainage system. Sensitisation should be carried out as to stop blockage of the offshoots.
3.	There was a broken culvert at Km18.8 along Agago – Lapono road.	Accidents and road deterioration.	Agago DLG should urgently replace the broken culvert.
4.	Culvert approaches are too sharp for the Olung – Amyel road.	Traffic accidents	Agago DLG should make the culvert approaches gentle as to avoid accidents.
5.	The swamp section at Km5.17 along Kabala – Kaket seems to be a bottleneck especially during rainy weather.	Road is becoming impassable	Agago DLG should plan raise the section using good gravel material and properly draining it.
6.	There was a need for a cross culvert at Km1.3, river training for vented drifts at Km2.1 and Km4.5 along Kasusilo – Lumoi road.	Flooding	Agago DLG should install culverts and also carry out river training for the vented drifts.
7.	There was a washed away crossing at Km14.8 along the Kalongo – Lumoi road	Road becoming impassable	Agago DLG should design and build a vented drift in place of culvert lines.
8.	Poor drainage for Patongo, Kalongo and Agago town council roads	Flooding	The town council should come up with a drainage master plan as a way of having drainage interconnectivity.

Ref.	Finding	Risk/Effect	Strategies for improvement
9	Frequent breakdown of road equipment	High costs of maintenance in form of repairs and schedule slips	MoWT should ensure regional workshop is efficient in undertaking repairs.
10	Remuneration rates not attractive to road gangs as compared to other economic activities.	Absenteeism and high turnover of road gangs	MoWT and URF should study the rates of competing economic activities and offer competitive rates.
11	Late release of funds to the DLG and TCs	Risk of non-completion of planned works	URF should engage MoFPED to release funds at the beginning of the quarter. Also, Agago DLG should ensure timely release of funds to TCs.
12	Inadequate staffing - lack of technical staff to spearhead road maintenance works.	Slow implementation of works	URF should consider hiring Regional Technical Support Units (RTSUs) to backstop human resource gaps at the LGs.
13	Unsupported payments totalling UGX 23,969,089	A risk that funds were not used for the intended purpose.	Agago DLG should enforce timely accountability of the funds disbursed to various officers.
14	Delays in the procurement process - user department takes long to initiate procurements.	Risk of non-completion of planned works	Agago DLG should task the staff to expedite the procurement process.
15.	Lack of Procurement Imprest	Risk of delays in the procurement process	URF should advise Agago DLG to always provide imprest to the PDU.
16	Diversion of URF funds by Patongo TC (UGX 8,620,500) and Agago TC (UGX 500,000).	Risk of non-completion of planned works	Agago DLG should task the TCs to refund road funds to enable implementation of activities.

Performance Rating of Road Maintenance Programme in Agago DLG

The performance rating of Agago DLG against Key Performance Indicators (KPIs) is as summarized in **Table 42** below:

Table 42: Performance Rating of Agago DLG - Q1 FY 2015/16

Physical Performance											
Type of Intervention	Annual Planned Quantity FY 2015/16 (km)	Cum. Planned Quantity Q1 FY 2015/16 (km)	Cum. Achieved Quantity Q1 FY 2015/16 (km)	Score (%)	Budget FY 2015/16 (UGX Million)	weight based on budget	Weighted Score (%)	Remark			
RMM	480.0	480.0	144.0	30.0%	230	52.0%	15.6%	Performance affected by delayed start.			
RMeM	65	16	-	0.0%	213	48.0%	0.0%	Performance affected by procurement delays.			
PM											
Total					443	100.0%	15.6%	Physical performance score			
Financial Performance											
IPF FY 2015/16 (UGX Million)			Cum. Receipts Q1 FY 2015/16 (UGX Million)	Cum. Expenditure Q1 FY 2015/16 (UGX Million)			Financial Performance Score	Remark			
962,464,176			194,284,923	55,346,000			28.5%				
Performance Rating of Agago DLG							Average Score (%)	Dashboard Color			
							22.0%				

Table 42 above shows Agago DLG performance in Q1 was 22.0%. Poor performance was majorly attributed to late release of funds and delays in the procurement process.

5.5 OTUKE DISTRICT LOCAL GOVERNMENT

Otuke District Local Government is a fairly new district in the Lango sub region, having been carved out of Lira District. The District is bordered by Agago District to the north, Abim District to the northeast, Napak District to the east, Amuria District to the southeast, Alebtong District to the south, Lira District to the southwest and Pader District to the northwest.

5.5.1 Physical Performance

Otuke DLG as a Designated Agency is in charge of a road network of 364.8km of district roads, and 550.97Km of Community Access Roads. Otuke town council, the biggest town in Otuke DLG has a road network of only 40km.

The programmed approach to road maintenance was routine manual maintenance, routine mechanized maintenance and periodic maintenance though at the time of the Consultant's visit, only routine manual maintenance and routine mechanized maintenance was being executed.

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

- i) 30% of planned Routine manual maintenance in Q1 had been undertaken by the agency; and
- ii) Performance for routine mechanised maintenance stood at 50% of planned activities.

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

Table 43: Roads visited during monitoring at Otuke DLG

Sample	Name of Road	Length (Km)	Sample	Name of Road	Length (Km)
1	Otuke Town council – River Moroto	8.0	5	Olilim Training Centre – Aluga Primary School	8.0
2	Kristina – Alangi Primary School	5.0	6	Teopok – Alir	8.5
3	Corner Awake – Anep Moroto	3.0	7	Otuke town council roads	
4	Okung Primary School – Aler Primary School	6.0	8		

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

Otuke Town Council – River Moroto road links Otuke DLG to Alebtong DLG. The first 4Km were gravelled in FY 2011/12 under DANIDA funding and still in good condition. The last 4Km is in poor state. The performance of routine manual maintenance is not good with the road being bushy. Offshoots need excavation for the entire road.

Kristina – Alangi Primary school road was last worked on in the FY 2012/13 and currently in poor condition. The road has no offshoots and performance of routine manual maintenance was noted to be poor.

Corner Awake – Anep Moroto road is in a fair state with isolated potholes. Road was last worked on in FY 2014/15. The road was found bushy, with poor performance of routine manual maintenance. Offshoots should be excavated for the entire road.

Okung Primary School – Aler Primary School road was worked on in the FY 2014/15. It is clear that the road was graded but without sufficient compaction. A few culvert lines were installed although they should be reinstalled at proper invert level to avoid them getting silted/blocked easily. For routine manual maintenance, grubbing was found being carried out.

Olilim Training Centre – Aluga Primary School road was found in a fair condition having been last worked on in the FY 2014/15. Cross culverts should be reinstalled as to correct their invert levels. For routine manual maintenance, grubbing was found being carried out.

Routine mechanized maintenance of Teopok – Alir road was carried out. The entire road was graded but without compaction. Culvert installation and spot gravelling is yet to be carried out. The road needs more offshoots as a solution to water stagnation in the side drains.

For Otupe Town council roads, although some grubbing was found being carried out, the progress is slow. The drainage system need opening and bushes cleared. The tarmacking of the 500m Daniel Omara Atubo Avenue is on course though the bitumen spray rate (1.9L/m^2) and aggregate spread rate (45Kg/m^2) were high. The second seal is not yet applied and lining of side drain not yet done.

The general condition of the roads visited is shown below:



Otupe DLG: Otupe Town council – River Moroto, 8Km; Road in good condition though bushy affecting drainage.



Otupe DLG: Otupe Town council – River Moroto, 8Km; Because of failure of water to get to side drains, road developing potholes.



Otupe DLG: Kristina – Alangi Primary School, 5Km: Road seem neglected given the nature of the bushy state.



Otupe DLG: Okung Primary School – Aler Primary School, 6Km: Road recently graded but not compacted, need to manage grass growth.



Otuke DLG: Okung Primary School – Aler Primary School, 6Km; Well done grubbing.



Otuke DLG: Olilim Training Centre – Aluga Primary School, 8Km; Culverts need reinstallation



Otuke DLG: Olilim Training Centre – Aluga Primary School, 8Km; Culvert need reinstallation with proper invert.



Otuke DLG: Teopok – Alir, 8.5Km; Road well graded but not compacted.



Otuke DLG: Teopok – Alir, 8.5Km; Because of the lack of offshoots, there is stagnation in the side drains.



Otuke DLG: Otuke town council roads; Grass cutting should be carried out.



Otuke DLG: Otuke town council roads; Drainage system need correction to avoid easy siltation.



Otuke DLG: Otuke town council roads; Sweeping away loose aggregates after surface dressing Daniel Omara Atubo Avenue.



Otuke DLG: Otuke town council roads; The matrix indicates that aggregates were not well graded and rock could have been weak.



Otuke DLG: Otuke town council roads; A well provided side drain awaiting stone pitching.

Figure 5.5 Photographs in Otuke DLG

5.5.2 Financial Performances

Otuke District Local Government had a revised work plan budget of 75,590,000 for FY 2015/16. The Consultant noted that the DLG had rolled over funds brought forward in the FY 2015/16 amounting to UGX 35,000,000. A review of financial records further revealed that for the quarter ended September 2015, Otuke DLG had received UGX 102,551,236 (135.7 % of the work plan budget) for road maintenance works in the district.

Utilisation of funds disbursed:

Rolled over funds of UGX 35,000,000 were returned to the treasury on the 16th September 2015 per the directive of MoFPED after a procured supplier failing to deliver the whole number of culverts in contract and only paid for what he had delivered.

Out of the funds received amounting to UGX 102,551,236; UGX 25,554,090 was disbursed to Otuke Town Council on 14th September 2015, leaving a balance of UGX 76,997,146 for utilisation on District roads. By the end of Q1, UGX 13,808,489 and UGX 22,572,859 were utilised for Routine Manual Maintenance and Other qualifying works respectively. The absorption rate was 47.3 %.

Table 44: Performance summary for Otuuke DLG

Period	Quarterly release	Refund to Treasury & transfer to Otuuke TC	Available Funds	Funds utilised	% Utilised	Un-utilized Funds
	UGX		UGX		UGX	UGX
R/O	35,700,000	35,700,000	0			
Q1	102,551,236	25,554,090	76,997,146	36,381,348	47.3	40,615,798
Total	138,251,236	61,254,090	76,997,146	36,381,348	47.3	40,615,798

No RMeM works were carried out by Otuuke DLG during the period monitored.

URF funds were credited on to the General Fund account of Otuuke DLG on the 6th August 2015 and transferred to the works account on the 24th August 2015, with a delay of 18days after receipt. The works department transferred UGX 25,554,090 to Otuuke TC on the 14th September 2015, 20days later. This affected tamely implementation of activities, particularly at the TC.

The Consultant noted that there is commingling of road funds at Otuuke DLG; making it very difficult for a third party to clearly distinguish the expenditure relating to URF. This was due to the directive of the MOFPED of having single bank accounts for all DAs. DLG staff should put in place a control ledger to help account for URF funds and track funds received and respective expenditure to improve accountability for road funds.

Delays in the procurement process were cited, emanating from failure by the user department to initiate procurements on time, lack of procurement imprest and political influence.

Expenditure totalling UGX 2,185,000 incurred by Otuuke DLG was not adequately supported as indicated in Appendix 6 Table V.

Poor stores management - there were no stores ledgers for both Otuuke DLG and Otuuke TC.

Otuuke Town Council

Funds Released in Q1 FY 2015/2016

The TC had rolled over funds of UGX 400,279,341 from the financial year 2014/15. In addition, a transfer of UGX 25,554,090 was received from the district on 14th September 2015. Total available funds at the TC during the quarter totalled UGX 425,833,431 which was utilised as indicated in Table 45 below: The absorption rate of the TC was 65.1%.

Table 45: Expenditure by Otuuke TC

Details	Amount - UGX
Tarmacking	254,118,800
Routine Manual Maintenance	8,284,000
Routine Mechanised Maintenance	104,000
Road Safety works	2,398,000
other qualifying works	12,258,000
	277,162,800

Table 46: Performance of Otupe Town Council

Period	Funds re-leased	Available Funds	Funds Utilized	% Utilised	Un-utilized Funds
	UGX	UGX	UGX	%	UGX
R/O		400,279,341	254,118,800	63.5	146,160,541
Q1	25,554,090	25,554,090	23,044,000	90.2	2,510,090
Total	25,554,090	425,833,431	277,162,800	65.1	148,670,631

Expenditure totalling UGX **80,345,400** incurred by Otupe TC was not adequately supported as indicated in Appendix 6 Table VI. Management explained that tarmacking works were still on going. Accountability queried should be followed up by URF during future monitoring.

Poor stores management - there were no stores ledgers.

5.5.3 Status of mainstreaming of cross-cutting issues

Generally the issue of gender and HIV/AIDs is incorporated in the road works. During the tarmacking of Omara Atubo road, massive sensitization and testing of HIV/AIDs was carried out. However, the environment department is not involved in the road works as a district official clearly stated;

“.....it is of late that the works department were questioned why they had not taken care of environmental protection while carrying out road works, that they started asking us about which trees should be planted along the road side”

5.5.4 Implementation challenges and key Issues at Otupe DLG

Implementation challenges in the DA included:

Implementation challenges in the district local government included:

- i) Low payment rates for the routine manual maintenance which makes it difficult to attract labourers from other competitive economic activities, particularly rice growing.
- ii) Delayed commencement of routine manual maintenance.
- iii) Lack of key equipment like rollers, water bowsers and excavators does not allow proper execution of grading and gravelling works that require watering and compaction.
- iv) The engineering department is understaffed, both at the district and town council.

The following key issues, respective risks and strategies for improvement were identified in a discussion with the staff at Otupe DLG in respect to utilization of road maintenance funds as shown in **Table 47** below:

Table 47: Key Issues at Otuke DLG

Ref.	Finding	Risk/Effect	Strategies for improvement
1.	Most of the roads were found bushy.	Fast road deterioration	Otuke DLG should ensure that the bush is cleared in time as to avoid road deterioration.
2.	The roads lacked offshoots	Fast road deterioration	Otuke DLG should ensure that offshoots are excavated along the roads as to have good drainage system.
3.	Okung Primary School – Aler Primary School road and Olilim Teachers College – Aluga Primary School road have culverts with poor inverts that have already got silted.	Fast road deterioration	Otuke DLG should reinstall the culverts in such a way that inverts do allow free flow of water without siltation.
4.	Teopok – Alir road was graded but without compaction.	Fast road deterioration	Otuke DLG should always follow grading with compaction.
5.	An Otuke town council roads drains getting easily silted.	Flooding	Otuke TC should come up with a drainage master plan incorporating drainage interconnectivity.
6.	Too much bitumen at 1.9l/m ² has been used for tarmacating the 500m of Otuke town road. Also the spread of aggregates was found high at 45Km/m ² .	Bleeding	Otuke TC should wait to apply the second seal, evaluate the extent of the bleeding, and come up with an appropriate bitumen spray rate for the second seal.
7.	Scarcity of labourers for routine manual maintenance because of low payment rates.	Road deterioration	MoWT should review the guidelines and come up with task rates that are achievable and with attractive remuneration rates.
8.	A contract to supply culverts for most of the roads wasn't satisfactorily performed.	Failure to achieve planned interventions	Otuke DLG should consider incorporating a requirement for performance guarantees in supply contracts as to avoid unsatisfactory performance of supply contracts.
9.	Late release of funds	Increase in road maintenance backlog for rehabilitation.	URF should engage MoFPED to improve quarterly releases.
10.	Comingling of URF funds and accounting records and lack of a mechanism to distinguish expenditure made using URF funds. Staff met was not sure of the expenditure relating to URF.	Lack of an audit trail, thus not knowing utilisation of disbursed funds.	Otuke DLG should put in place a control ledger to help account for URF funds and track funds received and respective expenditure to improve accountability.
11.	Unsupported expenditure Otuke DLG (UGX 2,185,000); Otuke TC (UGX 80,345,400)	Misuse of road funds	Accountability queried should be followed up by URF during future monitoring / audits.
12.	Poor stores management - there were no stores ledgers for both Otuke DLG and Otuke TC.	Misuse of stores items	URF should train LGs in stores management for successful operations under the force account system.
13.	Delays in the procurement process	Risk of non-completion of planned works	Otuke DLG should task the staff to expedite the procurement process.
15.	Lack of Procurement Imprest	Risk of delays in the procurement process	URF should advise Otuke DLG to provide imprest to the PDU.
15.	Refund of UGX 35,700,000 meant for procurement of culverts to the treasury (MoFPED).	Non implementation of planned activities	Otuke DLG should always expedite the implementation of road maintenance activities in the respective FYs. In addition, Otuke DLG should use service providers of other DLGs which have the capacity to undertake such contracts.

Performance Rating of Road Maintenance Programme in Otuoke DLG

The performance rating of Otuoke DLG against Key Performance Indicators (KPIs) is as summarized in **Table 48** below:

Table 48: Performance Rating of Otuoke DLG Q1 FY 2015/16

Physical Performance												
Type of Intervention	Annual Planned Quantity FY 2015/16 (km)	Cum. Planned Quantity Q1 FY 2015/16 (km)	Cum. Achieved Quantity Q1 FY 2015/16 (km)	Score (%)	Budget FY 2015/16 (UGX Million)	weight based on budget	Weighted Score (%)	Remark				
RMM	157.0	157.0	47.10	30.0%	70	32.6%	9.8%	Performance affected by delayed start.				
RMeM	100	10	5	50.0%	97	45.2%	22.6%	Performance affected by procurement delays.				
PM	2.00	-	-	-	48	22.2%	0.0%					
Total					215	100.0%	32.4%	Physical performance score				
Financial Performance												
IPF FY 2015/16 (UGX Million)	Cum. Receipts Q1 FY 2015/16 (UGX Million)		Cum. Expenditure Q1 FY 2015/16 (UGX Million)		Financial Performance Score	Remark						
450,052,020	76,997,146		36,381,348		47.3%							
Performance Rating of Otuoke DLG						Average Score (%)	Dashboard Color					
						39.8%						

Table 48 above rates physical performance at 32.4% (Poor) and the financial performance rated at 47.3% (Fair). The variance between the physical and financial performance is a result of delays in the procurement process and commencement of works.

APPENDIX I: TERMS OF REFERENCE

Overall objective of the services:

The overall objectives of the services is to establish the degree to which the objectives of the Fund are being met with reference to the key performance indicators set out in the performance agreements and the One Year Road Maintenance Plan (OYRMP) and also to generate lessons learnt and best practices for continuous improvement.

Specific objectives of the Services

Specific objectives of the services shall include the following:

- a) To ensure effective and timely monitoring of the implementation of performance agreements signed between URF and DAs;
- b) To ensure timely production of M&E reports to inform decisions in the key operations of the Fund;
- c) To ensure effective collection of data on condition of public roads and identification of the various relevant parameters that directly affect delivery of road maintenance services; and
- d) To ensure recurrent identification of key policy issues for the attention of Board, and lessons for continuous improvement.

SECTION III: SCOPE OF THE ASSIGNMENT

General

The scope of the services shall include but not limited to:

- i) Preparation of an inception report that details the approaches /methodologies to be adopted and sets forth a detailed timeline with associated milestones in the delivery of the Services for the two scenarios:
 - a) Regular M&E activities to be undertaken on a quarterly basis; and
 - b) Impromptu M&E of any selected agency within the given region
- ii) Measuring KPIs of road maintenance activities financed by URF as stipulated in the performance agreements between URF and the DAs, as achieved during the quarter and cumulatively from the beginning of the current FY;
- iii) Tracking the quarterly and cumulative utilization of funds disbursed to agencies against approved work plans;
- iv) Tracking the utilization of funds rolled over from most previous Financial Year (FY) against the corresponding approved work plans;
- v) Collection of data on effectiveness and immediate impact of URF funding on condition of public roads and identification of the various relevant parameters that directly affect delivery of road maintenance services;
- vi) Identification of potential risks, implementation challenges and limitations at the agency and programme levels and proposing possible mitigation strategies;
- vii) Collection of data on the level of compliance with government policy requirements on mainstreaming of crosscutting issues, namely HIV awareness, gender and environmental

protection issues;

- viii) Tracking of actions taken by DAs on previous audit, M&E and Board recommendations;
- ix) Collection of data on level of private sector involvement in road maintenance activities among DAs;
- x) Collection of data and reporting on topical issues of interest to the Board/ URF management as and when they arise during the assignment;
- xi) Establish the level of functionality of District Roads Committees (DRCs), identify weaknesses and propose corrective action/ necessary improvements;
- xii) Make assessment of the efficiency and effectiveness; and propose areas of improvement of the force account implementation strategy in road maintenance specifically with regard to: equipment condition, quality of staff driving the equipment, maintenance services for equipment, recruitment of gangs, daily productivity under force account, procurement of input materials and quality assurance.
- xiii) Identification of key policy issues for the attention of Board, and lessons for continuous improvement;
- xiv) Preparing quarterly reports on the results of M&E activities covered under this scope on DAs selected for M&E during each quarter;
- xv) Develop a performance rating criteria for DAs. This stems from the need to translate M&E findings into a performance rating for a given DA.
- xvi) Preparing a draft final report on the consultancy services setting out summaries of all quarterly reports produced during the period of the assignment; key policy issues; lessons learned/ best practices identified, conclusions and recommendations; and

Preparation of a final report comprising of the draft final report, amended with comments of the client, project final accounts.

APPENDIX 2: TEAM OF CONSULTANTS

No.	Name	Designation
1.	Dr. Sylvester P.K. Kugonza (PhD)	Team Leader
2.	Eng. Paul Ssesanga	Engineer
3.	Ms Nabimanya Dativa	Financial Analyst
4.	Mr. Eric Mitanda	Financial Analyst

APPENDIX 3: OFFICERS INTERVIEWED

Agago District Local Government			
	Name	Designation	Telephone
1	Obwor Peter	Acting Chief Administrative Officer	0772934360
2	Okello Anthony	Head of Procurement Disposal Unit	0772686030
3	Adyero Beatrice	Accounts Assistance Works	0773437071
4	Olal David	District Natural Resource Officer	0782453184
5	Oroma Emma	Acting District Engineer	0779009078
6	Omol Geoffrey	Road Overseer	0783556572
7	Lworo Labongo Okako	Internal; Auditor	0774992729
8	Nyeko Samuel	Town Clerk	0774880159
Lamwo District Local Government			
1	Opio Alex Bongomin	Acting Chief Administrative Officer	
2	Akena Leonard	Acting District Engineer	0392962391
3	Ocan Jakco	Community District Officer	0772358819
4	Onywarunga Alaben	Acting District Planning Officer	0772356499
5	Komakeach Richard	Acting District Natural Resource Officer	
6	Opoka Charles Darwin	Accountant	0772480668
7	Onen Alfred Elkana	Town clerk	
Pader District Local Government			
1	Leru Andrew	Chief Administrative Officer	
2	Otim Benson	Town Clerk	0392900808
3	Adongo Philip	Chief Finance Officer	0392962583
4	Apio Diana	Acting District Health Officer	0782453364
5	Obol Okidi	District Education Officer	0772843272
6	Ojara David	Accountant	0782579433
7	Onan Jimmy	Senior Auditor	0772670955
8	Owor Thomas	Community District Officer	0774956982
9	Mwaka Carlos	Treasurer	0782939584
10	Ochen Morris	Planner	0772578705
11	Lubanga Benedict	District Engineer	0772425123
12	Obwolo Samuel	Acting Procurement Officer	0772909231
13	Achan Clare Acaye	Statistician	0771979789
14	Aber Nancy	Human Resource Officer	0777137793
15	Lagoro Charles Lwanga	Senior Commercial Officer	0782392596
Otuke District Local Government			
1	Orech Godfrey	Chief Finance Officer	
2	Opio John Bosco	Town Clerk	0772973554
3	Keno Isaac	Road Overseer	0772751541
4	Achirop Juliet Ekut	Procurement Officer	0778894038
5	Nyengo Richard	Physical Planner	0775028805

6	Okello Francis	Accountant	0773155109
Kitgum UNRA			
1	Kinyera Charles	Road Inspector	0772531724
2	Opolot Sam	Road Overseer	0776495183
3	Olila Jame	Road Overseer	0772839275
4	Mwaka Emmanuel	Assistant Accountant	0772667621
5	Okwir Martin	Road Inspector	0772645607
Kitgum District Local Government			
1	Ochengel Ismail	Acting Chief Administrative Officer	
2	Otim Alexander	Chief Finance Officer	0772685258
3	Dr Olwendo Alex	District Health Officer	0752535202
4	Bongomin Patrick	District Engineer	0772362467
5	Otim Aruchu	Acting Head Of Finance	0772356937
6	Abonga Alfred Alexis	Municipal Engineer	0772879110
7	Amary Mary Christine	Acting Procurement Officer	0782305061
8	Amal Catherine	Sector Accountant	0785558786
9	Wany Oyok David	Senior Environment Officer	0772978783
10	Lokope Stephen	Acting Town Clerk	0772654478

APPENDIX 4: INSPECTED ROADS

KITGUM UNRA STATION

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)			
Road Name. Kitgum - Lokung - Ngomoromo	Road No.: C701	Road Length. (km). 68	
	Budget (Ushs) 3,238,639,700/= 3yrs		
Monitored by. Eng. Paul Ssesanga	Date. 19/10/2013		
Historical Data			
Dates of Intervention			
Commencement. 3/7/2013			
Completion. 3/7/2016			
Intervention by (Force Account/ Contract)	Technology. (<i>Mechanised / Labour Based</i>) Maintenance Term Maintenance		
Scope of Works			
Grading			
Graveling			
Drainage Improvement			
Importance of the Infrastructure			
- National Road			
Traffic Pattern. (Heavy, Medium, Light) Medium	Road Type : Paved/ Unpaved		
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous		
Field Findings			
	Rating		
	Good	Fair	Poor
Road Reserve			
Encroachment	✓		
Vegetation Control	✓		
Drainage			
State of Culverts	✓		
State of Structures	✓		
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)	✓		
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked))	✓		
Carriage way and Shoulder			
Average Width (m). 8	✓		
Condition	✓		
Overall Quality of Works			
Remarks. Contractor in the 5th cycle. The entire road is now graveled. Movement from Kitgum to Lamwo District and Southern Sudan is good			
The contractor is M/S JB CIVIL ENGINEERING LTD			

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)			
Road Name.	Road No. C701		Road Length. (km). 68
Kitgum - Lokung - Ngomoromo	Budget (Ushs) 3,238,639,700/= 3yrs		
Monitored by. Eng. Paul Ssesanga	Date. 19/10/2015		
Historical Data			
Dates of Intervention			
Commencement. 3/7/2013			
Completion. 3/7/2016			
Intervention by (Force Account/ Contract)	Technology. (<i>Mechanised / Labour Based</i>) Maintenance Term Maintenance		
Scope of Works			
Grading			
Graveling			
Drainage Improvement			
Importance of the Infrastructure			
- National Road			
Traffic Pattern. (Heavy , Medium, Light) Medium	Road Type : Paved/ Unpaved		
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous		
Field Findings			
	Rating		
	Good	Fair	Poor
Road Reserve			
Encroachment	V		
Vegetation Control	V		
Drainage			
State of Culverts	V		
State of Structures	V		
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)	V		
State of Mitre drains, Channels and Catchwater drains ((<i>Clean/Half Blocked/Blocked</i>)	V		
Carriage way and Shoulder			
Average Width (m). 8	V		
Condition	V		
Overall Quality of Works			
Remarks: Contractor in the 5th cycle. The entire road is now graveled. Movement from Kitgum to Lamwo District and Southern Sudan is good The contractor is M/S JB CIVIL ENGINEERING LTD			

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)			
Road Name.	Road No. B302		Road Length. (km). 65
Kilak - Adilang	Budget (Ushs) 4,456,898,600/= 3yrs		
Monitored by. Eng. Paul Ssesanga	Date. 19/10/2015		
Historical Data			
Dates of Intervention			
Commencement. 26/2/2014			
Completion. 26/2/2017			
Intervention by (Force Account/ Contract)	Technology. (<i>Mechanised / Labour Based</i>) Maintenance		
Force Account	Term Maintenance		
Scope of Works			
Grading			
Swamp raising/ Graveling			
Drainage Improvement			
Importance of the Infrastructure	Very important		
- National Road	yes		
Traffic Pattern. (Heavy , Medium, Light) Medium	Road Type. Paved/ Unpaved		
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous		
Field Findings			
	Rating		
	Good	Fair	Poor
Road Reserve			
Encroachment	√		
Vegetation Control	√		
Drainage			
State of Culverts	√		
State of Structures	√		
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)	√		
State of Mitre drains, Channels and Catchwater drains ((<i>Clean/Half Blocked/Blocked</i>)	√		
Carriage way and Shoulder			
Average Width (m). 8	√		
Condition	√		
Overall Quality of Works			
Remarks: The progress of the contract is slow due to Heavy rains and lack of gravel along the road. The progress is 32% of the whole 6 cycles			

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)			
Road Name. Pajule – Pader – Kwonkic and Namokora – Lokapel – Adilang	Road No. C675 and C678	Road Length. (km). 101	
	Budget (Ushs) 7,180,895,700/= 3yrs		
Monitored by. Eng. Paul Ssesanga	Date. 19/10/2015		
Historical Data			
Dates of Intervention			
Commencement.	18/12/2014		
Completion.	18/12/2017		
Intervention by (Force Account/ Contract)	Technology. (<i>Mechanised / Labour Based</i>) Maintenance		
Force Account	Term Maintenance		
Scope of Works			
Grading			
Swamp raising/ Graveling			
Drainage Improvement			
Importance of the Infrastructure			
- National Road			
Traffic Pattern. (Heavy , Medium, Light)	Road Type . Paved/ Unpaved		
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous		
Field Findings			
	Rating		
	Good	Fair	Poor
Road Reserve			
Encroachment	✓		
Vegetation Control		✓	
Drainage			
State of Culverts		✓	
State of Structures	✓		
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)		✓	
State of Mitre drains, Channels and Catchwater drains ((<i>Clean/Half Blocked/Blocked</i>)		✓	
Carriage way and Shoulder			
Average Width (m). 8	✓		
Condition	✓		
Overall Quality of Works			
Remarks. The contractor was progressing well but demobilised due to delayed payment of IPCS. The contractor is CONTINUUM ENGINEERING			

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)			
Road Name.	Road No. C675		Road Length. (km). 154
Kitgum - Orom and Palabek - Atiak	Budget (Ushs) 10,379,238,980/= 3yrs		
Monitored by. Eng. Paul Ssesanga	Date. 19/10/2015		
Historical Data			
Dates of Intervention			
Commencement. 9/2/2015			
Completion. 9/2/2018			
Intervention by (Force Account/ Contract)	Technology. (<i>Mechanised / Labour Based</i>) Maintenance		
Force Account	Term Maintenance		
Scope of Works			
Grading			
Swamp raising/ Graveling			
Drainage Improvement			
Importance of the Infrastructure			
- National Road			
Traffic Pattern. (Heavy , Medium, Light) Medium	Road Type . Paved/ Unpaved		
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous		
Field Findings			
		Rating	
		Good	Fair
		Poor	
Road Reserve			
Encroachment	√		
Vegetation Control	√		
Drainage			
State of Culverts	√		
State of Structures	√		
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)	√		
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)	√		
Carriage way and Shoulder			
Average Width (m). 8	√		
Condition	√		
Overall Quality of Works			
√			
Remarks. The contractor is UPLAND ENTERPRISES LTD. By the time of inspection, grading for the 2nd cycle was ongoing and the contractor had mobilised 3 graders, 3 Water tanks and 3 Rollers on Kitgum- Orom section. Palabek - Atiak section was given as a result of upgrading work on Kitgum- Musingo. The road awarded before to the contractor. Contractor should clean side drains especially the lined drain in Namukora trading centre. Contractor should carry out routine manual maintenance activities concurrently.			

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)				
Road Name:	Road No. C677		Road Length. (km). 77 (45+000-77+000)	
Kitgum - Kalongo - Patongo	Quarter 1 Budget (Ushs) 31,320,000/- 3 months			
Monitored by. Eng. Paul Ssesanga	Date. 19/10/2015			
Historical Data				
Dates of Intervention				
	Commencement. 25/8/2015			
	Completion. 25/9/2015			
Intervention by (Force Account/ Contract)	Technology. (<i>Mechanised / Labour Based</i>) Maintenance			
Force Account				
Scope of Works				
	Grading			
	Swamp raising/ Graveling			
	Drainage excavation and culvert installation			
Importance of the Infrastructure				
- National Road				
Traffic Pattern. (Heavy , Medium, Light)	Road Type . Paved/ Unpaved			
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous			
Field Findings				
				Rating
				Good
				Fair
				Poor
Road Reserve				
Encroachment	√			
Vegetation Control	√			
Drainage				
State of Culverts	√			
State of Structures	√			
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)	√			
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked))	√			
Carriage way and Shoulder				
Average Width (m). 8	√			
Condition	√			
Overall Quality of Works				
Remarks. The work was done by station F/A team. It involved excavation of side drain in the section were the road had lost shape completely due to storm water from the mountain and raising badly eroded fill at the line drain section. Grading was done but no compaction due to lack of Roller. The road now is in good condition.				

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)			
Road Name:	Road No.: C678		Road Length (km): 46
Kitgum - Kalongo - patongo	Quarter 1 Budget (Ushs) 3,312,000/= 1 month		
Monitored by: Eng. Paul Ssesanga	Date: 19/10/2015		
Historical Data			
Dates of Intervention			
Commencement: 1/10/2015 Completion: 31/10/2015			
Intervention by (Force Account/ Contract)	Technology: (<i>Mechanised / Labour Based</i>) Maintenance Labour based		
Scope of Works			
Bush clearing and grass cutting			
Importance of the Infrastructure			
- National Road			
Traffic Pattern: (Heavy , Medium, Light)	Road Type: Paved/ Unpaved		
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous		
Field Findings			
			Rating
			Good Fair Poor
Road Reserve			
Encroachment	√		
Vegetation Control	√		
Drainage			
State of Culverts	√		
State of Structures	√		
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)	√		
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked))	√		
Carriage way and Shoulder			
Average Width (m): 8	√		
Condition	√		
Overall Quality of Works			
Remarks: Satisfactory work was being done by some length men while other were slightly behind schedule. The quality of finished work was good			

KITGUM DLG

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)				
Road Name:	Road No.: 2210		Road Length. (km): 18.4	
Kitgum Matidi - Mucwini	Budget (Ushs)			
Monitored by: Eng. Paul Ssesanga	Date: 20/10/2015			
Historical Data				
Dates of Intervention				
Commencement: October 2015				
Completion: On going				
Intervention by (Force Account/ Contract)	Technology: (<i>Mechanised / Labour Based</i>) Maintenance Mechanised and Labour based			
Scope of Works				
Periodic maintenance of 5 Km				
Routine manual maintenance				
Importance of the Infrastructure				
Linkage to public social infrastructure like schools and health centres				
Traffic Pattern. (Heavy, Medium, Light)	Road Type . Paved/ Unpaved			
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous			
Field Findings				
	Rating			
	Good Fair Poor			
Road Reserve				
Encroachment			✓	
Vegetation Control				✓
Drainage				
State of Culverts			✓	
State of Structures			✓	
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)			✓	
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked))				✓
Carriage way and Shoulder				
Average Width (m): 5			✓	
Condition			✓	
Overall Quality of Works				
Remarks:				
- Grader broke down after only bush clearing of 1.9Km,				
- Road too bushy because of delayed commencement of routine manual maintenance				
- River training, erection of barriers and erection of warning signs required for the bridge				
- Offshoots need opening				

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)							
Road Name.	Road No.: 2222		Road Length. (km). 16.2				
Oryang Ojum - Kitgum Matidi	Budget (Ushs)						
Monitored by. Eng. Paul Ssesanga			Date. 20/10/2015				
Historical Data							
Dates of Intervention							
Commencement. October 2015							
Completion. Ongoing							
Intervention by (Force Account/ Contract)	Technology. (<i>Mechanised / Labour Based</i>) Maintenance						
Routine Manual Maintenance	Labour based						
Scope of Works							
Vegetation control							
Drainage works							
Importance of the Infrastructure							
Linkage to public social infrastructure like schools and health centres							
Traffic Pattern. (Heavy, Medium , Light)	Road Type . Paved/ Unpaved						
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous						
Field Findings							
					Rating		
					Good	Fair	Poor
Road Reserve							
Encroachment						✓	
Vegetation Control						✓	
Drainage							
State of Culverts						✓	
State of Structures						✓	
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)						✓	
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked))							✓
Carriage way and Shoulder							
Average Width (m). 7.2						✓	
Condition						✓	
Overall Quality of Works							
Remarks.							
<ul style="list-style-type: none"> - Grass cutting being carried out though width and height of cutting need to be checked for better work - Cut grass need removing to avoid blockage of drainage system - Offshoots should be cleaned - Warning signs should be erected for the existing bridge 							

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)								
Road Name:	Road No.: 2218		Road Length. (km). 35.4					
Mucwini – Namokora	Budget (Ushs)							
Monitored by. Eng. Paul Ssesanga			Date. 20/10/2015					
Historical Data								
Dates of Intervention								
Commencement. October 2015								
Completion. Ongoing								
Intervention by (Force Account/ Contract)	Technology. (<i>Mechanised / Labour Based</i>) Maintenance							
Routine Manual Maintenance	Labour based							
Scope of Works								
Vegetation control								
Drainage works								
Importance of the Infrastructure								
Linkage to public social infrastructure like schools and health centres								
Traffic Pattern. (Heavy, Medium, Light)	Road Type . Paved/ Unpaved							
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous							
Field Findings								
					Rating			
					Good	Fair	Poor	
Road Reserve								
Encroachment						✓		
Vegetation Control							✓	
Drainage								
State of Culverts						✓		
State of Structures						✓		
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)						✓		
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked))								✓
Carriage way and Shoulder								
Average Width (m). 5						✓		
Condition						✓		
Overall Quality of Works								
Remarks.						✓		
- Road bushy								
- Offshoots need opening								

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)					
Road Name:	Road No.: 2224		Road Length. (km). 12.6		
Omiya Anyima - Namokora	Budget (Ushs)				
Monitored by. Eng. Paul Ssesanga	Date. 20/10/2015				
Historical Data					
Dates of Intervention					
Commencement. October 2015					
Completion. Ongoing					
Intervention by (Force Account/ Contract)	Technology. (<i>Mechanised / Labour Based</i>) Maintenance				
Routine Manual Maintenance	Labour based				
Scope of Works					
Vegetation control					
Drainage works					
Importance of the Infrastructure					
Linkage to public social infrastructure like schools and health centres					
Traffic Pattern. (Heavy, Medium, Light)	Road Type : Paved/ Unpaved				
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous				
Field Findings					
			Rating		
			Good	Fair	Poor
Road Reserve					
Encroachment					✓
Vegetation Control					✓
Drainage					
State of Culverts					✓
State of Structures					✓
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)					✓
State of Mitre drains, Channels and Catchwater drains ((<i>Clean/Half Blocked/Blocked</i>))					✓
Carriage way and Shoulder					
Average Width (m). 5					✓
Condition					✓
Overall Quality of Works					
Remarks:					
<ul style="list-style-type: none"> - Grass cutting being carried out though width and height of cutting need to be checked for better work - Cut grass need removing to avoid blockage of drainage system - Offshoots need opening 					

LAMWO DLG

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)					
Road Name.	Road No..	Road Length. (km). 9			
Olebi - Lelapwot	Budget (Ushs)				
Monitored by. Eng. Paul Ssesanga	Date. 22/10/2015				
Historical Data					
Dates of Intervention					
	Commencement. October 2015				
	Completion. Ongoing				
Intervention by (Force Account/ Contract)	Technology. (<i>Mechanised / Labour Based</i>) Maintenance				
Routine Manual Maintenance	Labour based				
Scope of Works					
	Vegetation control				
	Drainage works				
Importance of the Infrastructure					
Linkage to public social infrastructure like schools and health centres					
Traffic Pattern. (Heavy, Medium, Light)	Road Type . Paved/ Unpaved				
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous				
Field Findings					
			Rating		
			Good	Fair	Poor
Road Reserve					
Encroachment				✓	
Vegetation Control				✓	
Drainage					
State of Culverts				✓	
State of Structures				✓	
State of Side Drainage (Clean/Half Blocked/Blocked)				✓	
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)				✓	
Carriage way and Shoulder					
Average Width (m). 5				✓	
Condition				✓	
Overall Quality of Works					
Remarks:					
<ul style="list-style-type: none"> - Road bushy due to delayed commencement of routine manual maintenance - Grass cutting need intensifying, cut grass removed and width and height to meet specifications - Need to open offshoots 					

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)					
Road Name.	Road No..	Road Length. (km). 25.9			
Lokung - Kal	Budget (Ushs)				
Monitored by. Eng. Paul Ssesanga		Date. 22/10/2015			
Historical Data					
Dates of Intervention					
Commencement.	October 2015				
Completion.	Ongoing				
Intervention by (Force Account/ Contract)	Technology. (<i>Mechanised / Labour Based</i>) Maintenance				
Routine Manual Maintenance	Labour based				
Scope of Works					
Vegetation control					
Drainage works					
Importance of the Infrastructure					
Linkage to public social infrastructure like schools and health centres					
Traffic Pattern. (Heavy, Medium, Light)	Road Type . Paved/ Unpaved				
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous				
Field Findings					
					Rating
				Good	Fair
					Poor
Road Reserve					
Encroachment					✓
Vegetation Control					✓
Drainage					
State of Culverts					✓
State of Structures					✓
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)					✓
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked))					✓
Carriage way and Shoulder					
Average Width (m). 5					✓
Condition					✓
Overall Quality of Works					
Remarks.					
- Road bushy due to delayed commencement of routine manual maintenance					
- Grass cutting need intensifying, cut grass removed and width and height to meet specifications					
- Need to open offshoots to avoid siltation of low lying road sections					

Maintenance of Roads Monitoring (*To be filled in by Person Carrying out Field Assessment*)

Road Name:	Road No.:	Road Length (km): 18.1			
Ogwec - Awenolwiyo	Budget (Ushs)				
Monitored by: Eng. Paul Ssesanga	Date: 22/10/2015				
Historical Data					
Dates of Intervention					
Commencement:	October 2015				
Completion:	Ongoing				
Intervention by (Force Account/ Contract)	Technology. (<i>Mechanised / Labour Based</i>) Maintenance				
Routine Manual Maintenance	Labour based				
Scope of Works					
Vegetation control					
Drainage works					
Importance of the Infrastructure					
Linkage to public social infrastructure like schools and health centres					
Traffic Pattern. (Heavy, Medium, Light)	Road Type : Faved/ Unpaved				
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous				
Field Findings					
			Rating		
			Good	Fair	Poor
Road Reserve					
Encroachment					✓
Vegetation Control					✓
Drainage					
State of Culverts					✓
State of Structures					✓
State of Side Drainage (Clean/Half Blocked/Blocked)					✓
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)					✓
Carriage way and Shoulder					
Average Width (m): 3					✓
Condition					✓
Overall Quality of Works					
Remarks:					
<ul style="list-style-type: none"> - Road bushy due to delayed commencement of routine manual maintenance - Grass cutting need intensifying, cut grass removed and width and height to meet specifications - Need to open offshoots 					

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)						
Road Name: Dibolyec HC 2 - Dibolyec PS	Road No.: Budget (Ushs)	Road Length (km): 11				
Monitored by: Eng. Paul Ssesanga				Date: 22/10/2015		
Historical Data						
Dates of Intervention						
Commencement: October 2015						
Completion: Ongoing						
Intervention by (Force Account/ Contract) Routine Manual Maintenance	Technology. (<i>Mechanised / Labour Based</i>) Maintenance Labour based					
Scope of Works						
Vegetation control						
Drainage works						
Importance of the Infrastructure						
Linkage to public social infrastructure like schools and health centres						
Traffic Pattern. (Heavy, Medium, Light)	Road Type : Paved/ Unpaved					
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous					
Field Findings						
				Rating		
				Good	Fair	Poor
Road Reserve						
Encroachment					✓	
Vegetation Control					✓	
Drainage						
State of Culverts					✓	
State of Structures					✓	
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)					✓	
State of Mitre drains, Channels and Catchwater drains ((<i>Clean/Half Blocked/Blocked</i>))					✓	
Carriage way and Shoulder						
Average Width (m): 3					✓	
Condition					✓	
Overall Quality of Works						
Remarks:						
<ul style="list-style-type: none"> - Road bushy due to delayed commencement of routine manual maintenance - Grass cutting need intensifying, cut grass removed and width and height to meet specifications - Need to open offshoots - River training, erection of warning signs required for the existing bridge. 						

PADER DLG

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)					
Road Name:	Road No.:	Road Length (km): 45			
Pader – Latanya – Dure	Budget (Ushs)				
Monitored by: Eng. Paul Ssesanga	Date: 26/10/2015				
Historical Data					
Dates of Intervention					
Commencement: October 2015 Completion: Ongoing					
Intervention by (Force Account/ Contract)	Technology. (<i>Mechanised / Labour Based</i>) Maintenance				
Routine Manual Maintenance	Labour based				
Scope of Works					
Vegetation control Drainage works					
Importance of the Infrastructure					
Linkage to public social infrastructure like schools and health centres					
Traffic Pattern. (Heavy, Medium , Light)	Road Type : Paved/ Unpaved				
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous				
Field Findings					
			Rating		
			Good	Fair	Poor
Road Reserve					
Encroachment	√				
Vegetation Control			√		
Drainage					
State of Culverts	√				
State of Structures	√				
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)			√		
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked))			√		
Carriage way and Shoulder					
Average Width (m): 6	√				
Condition			√		
Overall Quality of Works					
Remarks:					
<ul style="list-style-type: none"> - Road in poor condition requiring full rehabilitation - Road needs excavation of offshoots - Road getting bushy due to delayed commencement of routine manual maintenance - Road needs excavation of offshoots 					

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)				
Road Name: Pajule – Amoko	Road No.: Budget (Ushs)	Road Length (km): 25.5		
Monitored by: Eng. Paul Ssesanga				Date: 26/10/2015
Historical Data				
Dates of Intervention				
Commencement: October 2015				
Completion: Ongoing				
Intervention by (Force Account/ Contract) Routine Manual Maintenance	Technology. (<i>Mechanised / Labour Based</i>) Maintenance Labour based			
Scope of Works				
Vegetation control				
Drainage works				
Importance of the Infrastructure				
Linkage to public social infrastructure like schools and health centres				
Traffic Pattern. (Heavy, Medium, Light)	Road Type : Paved/ Unpaved			
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous			
Field Findings				
	Rating			
	Good	Fair	Poor	
Road Reserve				
Encroachment	√			
Vegetation Control	√			
Drainage				
State of Culverts	√			
State of Structures	√			
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)	√			
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked))	√			
Carriage way and Shoulder				
Average Width (m): 3	√			
Condition	√			
Overall Quality of Works				
Remarks:				
- Road in poor condition requiring full rehabilitation				
- Road needs excavation of offshoots				
- Road getting bushy due to delayed commencement of routine manual maintenance				
- Road needs excavation of offshoots				

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)					
Road Name: Lanyatido – Koyo – Lalogi	Road No.: Budget (Ushs)	Road Length (km): 27			
Monitored by: Eng. Paul Ssesanga	Date: 26/10/2015				
Historical Data					
Dates of Intervention					
Commencement:	October 2015				
Completion:	Ongoing				
Intervention by (Force Account/ Contract) Routine Manual Maintenance	Technology: (<i>Mechanised / Labour Based</i>) Maintenance Labour based				
Scope of Works					
Vegetation control					
Drainage works					
Importance of the Infrastructure					
Linkage to public social infrastructure like schools and health centres					
Traffic Pattern: (Heavy, Medium, Light)	Road Type: Paved/ Unpaved				
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous				
Field Findings					
			Rating		
			Good	Fair	Poor
Road Reserve					
Encroachment	√				
Vegetation Control	√				
Drainage					
State of Culverts	√				
State of Structures	√				
State of Side Drainage (Clean/Half Blocked/Blocked)	√				
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked))	√				
Carriage way and Shoulder					
Average Width (m): 6	√				
Condition	√				
Overall Quality of Works					
Remarks:					
<ul style="list-style-type: none"> - Road in good condition, underwent periodic maintenance in Fy 2014/15 - Road getting bushy due to delayed commencement of routine manual maintenance - Road needs excavation of offshoots - Borrow pits should be reinstated - Culvert approaches should be made gentle. 					

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)						
Road Name: Koyo – Lalogi – Bolo – Awere	Road No.: Budget (Ushs)	Road Length (km). 24				
Monitored by. Eng. Paul Ssesanga	Date. 26/10/2015					
Historical Data						
Dates of Intervention						
Commencement.	October 2015					
Completion.	Ongoing					
Intervention by (Force Account/ Contract) Routine Manual Maintenance	Technology. (<i>Mechanised / Labour Based</i>) Maintenance Labour based					
Scope of Works						
Vegetation control						
Drainage works						
Importance of the Infrastructure						
Linkage to public social infrastructure like schools and health centres						
Traffic Pattern. (Heavy, Medium, Light)	Road Type . Paved/ Unpaved					
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous					
Field Findings						
				Rating		
				Good	Fair	Poor
Road Reserve						
Encroachment	√					
Vegetation Control	√					
Drainage						
State of Culverts	√					
State of Structures	√					
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)	√					
State of Mitre drains, Channels and Catchwater drains ((<i>Clean/Half Blocked/Blocked</i>)	√					
Carriage way and Shoulder						
Average Width (m). 3	√					
Condition	√					
Overall Quality of Works						
Remarks:						
<ul style="list-style-type: none"> - Road is too bushy and narrowing due to delayed commencement of routine manual maintenance - Road needs excavation of offshoots - Koyo bridge that gets submerged whenever Ayago river floods needs raising 						

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)							
Road Name:	Road No.:	Road Length (km). 38					
Atanga – Bolo – Lagile	Budget (Ushs)						
Monitored by. Eng. Paul Ssesanga	Date. 26/10/2015						
Historical Data							
Dates of Intervention							
Commencement.	October 2015						
Completion.	Ongoing						
Intervention by (Force Account/ Contract)	Technology. (<i>Mechanised / Labour Based</i>) Maintenance						
Routine Manual Maintenance	Labour based						
Scope of Works							
Vegetation control							
Drainage works							
Importance of the Infrastructure							
Linkage to public social infrastructure like schools and health centres							
Traffic Pattern. (Heavy, Medium, Light)	Road Type . Paved/ Unpaved						
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous						
Field Findings							
					Rating		
					Good	Fair	Poor
Road Reserve							
Encroachment	<input checked="" type="checkbox"/>						
Vegetation Control	<input checked="" type="checkbox"/>						
Drainage							
State of Culverts	<input checked="" type="checkbox"/>						
State of Structures	<input checked="" type="checkbox"/>						
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)							
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked))	<input checked="" type="checkbox"/>						
Carriage way and Shoulder							
Average Width (m). 4							
Condition	<input checked="" type="checkbox"/>						
Overall Quality of Works							
Remarks:							
<ul style="list-style-type: none"> - Road is too bushy and narrowing due to delayed commencement of routine manual maintenance - Road needs excavation of offshoots - Ocwidia bridge that gets submerged whenever Ayago river floods needs raising - Current use of bridge should be restricted given that approaches are grossly eroded. 							

AGAGO DLG

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)					
Road Name:	Road No.:	Road Length (km): 20			
Agago – Lapono	Budget (Ushs)				
Monitored by: Eng. Paul Ssesanga	Date: 27/10/2015				
Historical Data					
Dates of Intervention					
Commencement: September 2015					
Completion: Ongoing					
Intervention by (Force Account/ Contract)	Technology: (<i>Mechanised / Labour Based</i>) Maintenance				
Routine Manual Maintenance	Labour based				
Scope of Works					
Vegetation control					
Drainage works					
Importance of the Infrastructure					
Linkage to public social infrastructure like schools and health centres					
Traffic Pattern: (Heavy, Medium , Light)	Road Type: Paved/ Unpaved				
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous				
Field Findings					
			Rating		
			Good	Fair	Poor
Road Reserve					
Encroachment	√				
Vegetation Control				√	
Drainage					
State of Culverts	√				
State of Structures	√				
State of Side Drainage (Clean/Half Blocked/Blocked)				√	
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)				√	
Carriage way and Shoulder					
Average Width (m): 4.5				√	
Condition	√				
Overall Quality of Works					
Remarks:	<ul style="list-style-type: none"> - Road bushy due to delayed commencement of routine manual maintenance - Offshoots need excavation - Spot improvement required for sections made up of black cotton soils making road impassable during rainy weather - Broken culverts need replacing 				

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)								
Road Name: Olune – Amvel	Road No.: Budeet (Usis)	Road Length (km). 12.6						
Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)								
Road Name: Kabala – Kaket	Road No.: Budget (Usis)	Road Length (km). 11.2						
Monitored by. Eng. Paul Ssesanga	Date. 27/10/2015							
Historical Data								
Dates of Intervention								
Commencement. September 2015								
Completion. Ongoing								
Intervention by (Force Account/ Contract) Routine Manual Maintenance	Technology. (<i>Mechanised / Labour Based</i>) Maintenance Labour based							
Scope of Works								
Vegetation control								
Drainage works								
Importance of the Infrastructure								
Linkage to public social infrastructure like schools and health centres								
Traffic Pattern. (Heavy, Medium , Light)	Road Type . Paved/ Unpaved							
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous							
Field Findings								
						Rating		
						Good	Fair	Poor
Road Reserve								
Encroachment	<input checked="" type="checkbox"/>							
Vegetation Control	<input checked="" type="checkbox"/>							
Drainage								
State of Culverts	<input checked="" type="checkbox"/>							
State of Structures	<input checked="" type="checkbox"/>							
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)	<input checked="" type="checkbox"/>							
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked))	<input checked="" type="checkbox"/>							
Carriage way and Shoulder								
Average Width (m). 5	<input checked="" type="checkbox"/>							
Condition	<input checked="" type="checkbox"/>							
Overall Quality of Works								
Remarks.								
- Road bushy due to delayed commencement of routine manual maintenance								
- Offshoots need excavation								
- Spot improvement required on Akidii crossing point, made up of black cotton soils								
- Broken culverts need replacing								

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)					
Road Name:	Road No.:	Road Length (km): 11.2			
Kabala – Kaket	Budget (Ushs)				
Monitored by: Eng. Paul Ssesanga	Date: 27/10/2015				
Historical Data					
Dates of Intervention					
Commencement:	September 2015				
Completion:	Ongoing				
Intervention by (Force Account/ Contract)	Technology: (<i>Mechanised / Labour Based</i>) Maintenance				
Routine Manual Maintenance	Labour based				
Scope of Works					
Vegetation control					
Drainage works					
Importance of the Infrastructure					
Linkage to public social infrastructure like schools and health centres					
Traffic Pattern: (Heavy, Medium, Light)	Road Type: Paved/ Unpaved				
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous				
Field Findings					
			Rating		
			Good	Fair	Poor
Road Reserve					
Encroachment				√	
Vegetation Control					√
Drainage					
State of Culverts				√	
State of Structures				√	
State of Side Drainage: (Clean/Half Blocked/Blocked)					√
State of Mitre drains, Channels and Catchwater drains: ((Clean/Half Blocked/Blocked))					√
Carriage way and Shoulder					
Average Width (m): 5				√	
Condition				√	
Overall Quality of Works					
Remarks:	<ul style="list-style-type: none"> - Road bushy due to delayed commencement of routine manual maintenance - Offshoots need excavation - Spot improvement required on Akidii crossing point, made up of black cotton soils - Broken culverts need replacing 				

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)					
Road Name: Kasusilo – Lumoi	Road No.: Budget (Ushs)	Road Length (km): 10			
Monitored by: Eng. Paul Ssesanga	Date: 27/10/2015				
Historical Data					
Dates of Intervention					
Commencement:	September 2015				
Completion:	Ongoing				
Intervention by (Force Account/ Contract) Routine Manual Maintenance	Technology: (<i>Mechanised / Labour Based</i>) Maintenance Labour based				
Scope of Works					
Vegetation control					
Drainage works					
Importance of the Infrastructure					
Linkage to public social infrastructure like schools and health centres					
Traffic Pattern: (Heavy, Medium, Light)	Road Type: Paved/ Unpaved				
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous				
Field Findings					
			Rating		
			Good	Fair	Poor
Road Reserve					
Encroachment	√				
Vegetation Control	√				
Drainage					
State of Culverts	√				
State of Structures	√				
State of Side Drainage (Clean/Half Blocked/Blocked)	√				
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked))	√				
Carriage way and Shoulder					
Average Width (m): 4.5	√				
Condition	√				
Overall Quality of Works					
√					
Remarks:					
<ul style="list-style-type: none"> - Road in fair condition requiring intensification of routine manual maintenance - Road bushy due to delayed commencement of routine manual maintenance - Offshoots need excavation - Grossly eroded spot at Km1.3 need installation of cross culvert - River training and approach repairs should be done for the drifts at Km 2.1 and Km 4.5 					

Maintenance of Roads Monitoring (*To be filled in by Person Carrying out Field Assessment*)

Road Name: Kalongo – Lumoi	Road No.: Budget (Ushs)	Road Length (km): 30			
Monitored by: Eng. Paul Ssesanga	Date: 27/10/2015				
Historical Data					
Dates of Intervention					
Commencement:	September 2015				
Completion:	Ongoing				
Intervention by (Force Account/ Contract) Routine Manual Maintenance	Technology: (<i>Mechanised / Labour Based</i>) Maintenance Labour based				
Scope of Works					
Vegetation control					
Drainage works					
Importance of the Infrastructure					
Linkage to public social infrastructure like schools and health centres					
Traffic Pattern: (Heavy, Medium , Light)	Road Type: Paved/ Unpaved				
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous				
Field Findings					
			Rating		
			Good	Fair	Poor
Road Reserve					
Encroachment			<input checked="" type="checkbox"/>		
Vegetation Control				<input checked="" type="checkbox"/>	
Drainage					
State of Culverts			<input checked="" type="checkbox"/>		
State of Structures				<input checked="" type="checkbox"/>	
State of Side Drainage: (<i>Clean/Half Blocked/Blocked</i>)				<input checked="" type="checkbox"/>	
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked))					<input checked="" type="checkbox"/>
Carriage way and Shoulder					
Average Width (m): 4			<input checked="" type="checkbox"/>		
Condition				<input checked="" type="checkbox"/>	
Overall Quality of Works				<input checked="" type="checkbox"/>	
Remarks:					
<ul style="list-style-type: none"> - Road in fair condition though some spots spoilt by current rains and delayed commencement of routine manual maintenance - Road bushy due to delayed commencement of routine manual maintenance - Offshoots need excavation - Drift guide posts need repainting - Damaged culvert crossing at Km14.8 should be repaired. A drift is seen as more suitable 					

OTUKE DLG

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)				
Road Name:	Road No.:	Road Length. (km). 8		
Otuke Town council – River Moroto	Budget (Ushs)			
Monitored by. Eng. Paul Ssesanga	Date. 29/10/2015			
Historical Data				
Dates of Intervention				
Commencement. August 2015				
Completion. Ongoing				
Intervention by (Force Account/ Contract)	Technology. (<i>Mechanised / Labour Based</i>) Maintenance			
Routine Manual Maintenance	Labour based			
Scope of Works				
Vegetation control				
Drainage works				
Importance of the Infrastructure				
Linkage to Alebtong District				
Traffic Pattern. (Heavy, Medium, Light)	Road Type . Faved/ Unpaved			
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous			
Field Findings				
	Rating			
	Good	Fair	Poor	
Road Reserve				
Encroachment	<input checked="" type="checkbox"/>			
Vegetation Control	<input checked="" type="checkbox"/>			
Drainage				
State of Culverts	<input checked="" type="checkbox"/>			
State of Structures	<input checked="" type="checkbox"/>			
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)	<input checked="" type="checkbox"/>			
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked))	<input checked="" type="checkbox"/>			
Carriage way and Shoulder				
Average Width (m). 5	<input checked="" type="checkbox"/>			
Condition	<input checked="" type="checkbox"/>			
Overall Quality of Works				
Remarks:				
<ul style="list-style-type: none"> - Road bushy due to slow progress of routine manual maintenance - Offshoots need excavation - First 4Km in good condition and last 4Km in poor condition 				

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)				
Road Name:	Road No.:	Road Length (km). 5		
Kristina – Alangi Primary School	Budget (Ushs)			
Monitored by. Eng. Paul Ssesanga	Date. 29/10/2015			
Historical Data				
Dates of Intervention				
	Commencement. August 2015			
	Completion. Ongoing			
Intervention by (Force Account/ Contract)	Technology. (<i>Mechanised / Labour Based</i>) Maintenance			
Routine Manual Maintenance	Labour based			
Scope of Works				
	Vegetation control			
	Drainage works			
Importance of the Infrastructure				
	Linkage to public social infrastructure like schools and health centres			
Traffic Pattern. (Heavy, Medium , Light)	Road Type . Paved/ Unpaved			
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous			
Field Findings				
		Rating		
		Good	Fair	Poor
Road Reserve				
Encroachment		<input checked="" type="checkbox"/>		
Vegetation Control				<input checked="" type="checkbox"/>
Drainage				
State of Culverts		<input checked="" type="checkbox"/>		
State of Structures			<input checked="" type="checkbox"/>	
State of Side Drainage (<i>Clean/Half Blocked/Blocked</i>)				<input checked="" type="checkbox"/>
State of Mitre drains, Channels and Catchwater drains ((<i>Clean/Half Blocked/Blocked</i>))				<input checked="" type="checkbox"/>
Carriage way and Shoulder				
Average Width (m).3				<input checked="" type="checkbox"/>
Condition				<input checked="" type="checkbox"/>
Overall Quality of Works				
Remarks.				
<ul style="list-style-type: none"> - Road in poor condition in need of mechanised intervention - Offshoots need excavation - Routine mechanised maintenance needs intensification 				

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)					
Road Name: Corner Awake – Anep Moroto	Road No.: Budget (Ushs)	Road Length (km). 3			
Monitored by. Eng. Paul Ssesanga	Date. 29/10/2015				
Historical Data					
Dates of Intervention					
	Commencement. August 2015				
	Completion. Ongoing				
Intervention by (Force Account/ Contract) Routine Manual Maintenance	Technology. (<i>Mechanised / Labour Based</i>) Maintenance Labour based				
Scope of Works					
	Vegetation control				
	Drainage works				
Importance of the Infrastructure					
	Linkage to public social infrastructure like schools and health centres				
Traffic Pattern. (Heavy, Medium, Light)	Road Type . Paved/ Unpaved				
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous				
Field Findings					
			Rating		
			Good	Fair	Poor
Road Reserve					
Encroachment	√				
Vegetation Control	√				
Drainage					
State of Culverts	√				
State of Structures	√				
State of Side Drainage (Clean/Half Blocked/Blocked)	√				
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)	√				
Carriage way and Shoulder					
Average Width (m).5	√				
Condition	√				
Overall Quality of Works					
Remarks.					
- Road infair condition requiring intensification of routine manual maintenance					
- Offshoots need excavation					

Maintenance of Roads Monitoring (<i>To be filled in by Person Carrying out Field Assessment</i>)					
Road Name: Okung Primary School – Aler Primary School	Road No.: Budget (Ushs)	Road Length (km): 6			
Monitored by: Eng. Paul Ssesanga	Date: 29/10/2015				
Historical Data					
Dates of Intervention					
Commencement: August 2015					
Completion: Ongoing					
Intervention by (Force Account/ Contract) Routine Manual Maintenance	Technology: (<i>Mechanised / Labour Based</i>) Maintenance Labour based				
Scope of Works					
Vegetation control					
Drainage works					
Importance of the Infrastructure					
Linkage to public social infrastructure like schools and health centres					
Traffic Pattern: (Heavy, Medium, Light)	Road Type: Paved/ Unpaved				
Season at Inspection: Wet	Terrain: Flat / Rolling / Mountainous				
Field Findings					
			Rating		
			Good	Fair	Poor
Road Reserve					
Encroachment	√				
Vegetation Control	√				
Drainage					
State of Culverts	√				
State of Structures	√				
State of Side Drainage: (<i>Clean/Half Blocked/Blocked</i>)	√				
State of Mitre drains, Channels and Catchwater drains: (<i>Clean/Half Blocked/Blocked</i>)	√				
Carriage way and Shoulder					
Average Width (m): 6	√				
Condition	√				
Overall Quality of Works					
Remarks:					
<ul style="list-style-type: none"> - Road bushy due to slow progress of routine manual maintenance - Offshoots need excavation - Silted culverts should be reinstalled with proper inverts 					

Maintenance of Roads Monitoring (To be filled in by Person Carrying out Field Assessment)							
Road Name: Olilim Training Center – Aluga Primary School	Road No.: Budget (Ushs)	Road Length (km). 8					
Monitored by. Eng. Paul Ssesanga			Date. 29/10/2015				
Historical Data							
Dates of Intervention							
Commencement. August 2015							
Completion. Ongoing							
Intervention by (Force Account/ Contract) Routine Manual Maintenance	Technology. (<i>Mechanised / Labour Based</i>) Maintenance Labour based						
Scope of Works							
Vegetation control							
Drainage works							
Importance of the Infrastructure							
Linkage to public social infrastructure like schools and health centres							
Traffic Pattern. (Heavy, Medium, Light)	Road Type : Paved/ Unpaved						
Season at Inspection. Wet	Terrain. Flat / Rolling / Mountainous						
Field Findings							
					Rating		
					Good	Fair	Poor
Road Reserve							
Encroachment	✓						
Vegetation Control	✓						
Drainage							
State of Culverts	✓						
State of Structures	✓						
State of Side Drainage (Clean/Half Blocked/Blocked)	✓						
State of Mitre drains, Channels and Catchwater drains ((Clean/Half Blocked/Blocked)	✓						
Carriage way and Shoulder							
Average Width (m). 6	✓						
Condition	✓						
Overall Quality of Works							
Remarks:							
- Road in fair condition, developing potholes should be filled							
- Offshoots need excavation							
- Silted culverts should be reinstalled with proper inverts							

APPENDIX 5: M&E DESIGN MATRIX

Objective	Question	Evidence	Source of evidence	Method of collection	Tools of for data collection
Degree to which the objectives of the fund are being met with reference to KPIs set out in the performance agreements and the one year Road Maintenance Plan (OYRMP) Generate lessons learnt and best practices for continuous improvement.	<i>What is the degree to which the objectives of the fund are being met with reference to KPIs set out in the performance agreements and the one year Road Maintenance Plan (OYRMP)?</i>	Activities and work results compared to targets in agreements and the OY-RMP	Activity sites, work plans Progress reports, URF funds Disbursement schedule to Das; DA financial records, Bank statements,	Document review and analysis, Field visits, physical sites inspection	Documents review schedule Observation checklist,
	What are the lessons learnt to ensure improvement?	Comments from URF; Das and Road Users	Officials from URF; Das and Road Users	Interviews	
Ensure Effective and timely monitoring of the implementation of performance agreements signed between URF and DAs	<i>How will Effective and timely monitoring of the implementation of performance agreements signed between URF and DAs be ensured?</i>	Timely reports Delivery of information that is used for timely decision making tracking and assessment of compliance	Agreements Work Schedules Activity sites	Document review Field visits	Documents review schedule Observation checklist,
		Activity outputs/Progress reports		Interviews	
Ensure timely production of M&E reports to inform decisions in the key operations of the Fund	<i>How will timely production of M&E reports to inform decisions in the key operations of the Fund be ensured?</i>	Timely submission of reports to URF Decisions in key operations of the Fund based on M&E reports	Mail Delivery books/ emails URF feedback to Consultant	Review of mail delivery books/emails Client/Consultant briefings Delivery books/ email delivery notices	Document review schedule Minutes of meetings
		Fund reports			
Ensure effective collection of data on condition of public roads and identification of various relevant parameters that directly affect delivery of road maintenance services	<i>How will effective collection of data on condition of public roads and identification of various relevant parameters that directly affect delivery of road maintenance services be ensured?</i>	Real time road conditions data collection Parameters that directly affect delivery of road maintenance services	Roads Road maintenance performance records; Community leaders, Road users	Road site visits Interviews	Observation checklists Interview guides Document review

Objective	Question	Evidence	Source of evidence	Method of collection	Tools of for data collection
Ensure recurrent identification of key policy issues for attention of Board, and lessons for continuous improvement	<p><i>How will recurrent identification of key policy issues for attention of Board be ensured?</i></p> <p><i>How will lessons for continuous improvement be identified?</i></p>	Policy issues paper Lessons learnt report	Minutes of Das Leaders of Das	Document review Interviews	Document review schedule Interview guides
Tracking the quarterly and cumulative utilization of funds disbursed to agencies against approved work plans;	<p>What was the respective agency's quarterly requisition?</p> <p>For what purpose was it required?</p>	Requisition forms	Quarterly progress reports	Document review	
	When was the release made?	Receipts; Payment vouchers	Bank statements; cashbooks, ledgers	Content analysis	
	How much was released?	Receipts; Payment vouchers	Bank statements; cashbooks, ledgers	Content analysis	
	What was it actually utilised for?	Contracts, Payments slips and vouchers, receipts from contractors	Vouchers, progress reports, cashbooks, ledgers, certificates	Content analysis	
	What is the basis of this unit rate		Discussion, interviews	Interview guide	
Tracking the utilization of funds rolled over from most previous Financial Year (FY) against the corresponding approved work plans;	<p>What were the funds rolled over from previous FY?</p> <p>Have they been rolled over to current FY?</p> <p>Have they been utilised against approved work plans?</p>	Records ; Receipts; Payment vouchers	Financial records for balances at end of previous year ; Contracts paid; review of payments	Document review Interviews	Interviews
Identification of potential risks, implementation challenges and limitations at the agency and programme levels and proposing possible mitigation strategies	<p>What threats exist with Road Funds and funded agencies?</p> <p>What are strengths of RF and their agencies?</p> <p>What are the weaknesses of RF and their agencies?</p>	Weather conditions, road user behaviours, capacity of contractors Capacity, systems in place Wastage, abuses	Reports, Stakeholders	Document review, interviews	

Objective	Question	Evidence	Source of evidence	Method of collection	Tools of for data collection
Collect data on level of private sector involvement in road maintenance activities among DAs	What is the level of involvement of the private sector in road maintenance activities among Das?	The various stakeholders e.g. contractors, suppliers of materials, road users etc.	Works done by the private sector in road maintenance	Document review Field visits Interviews	Checklists
Tracking of actions taken by DAs on previous audit, M&E and Board recommendations;	Have the DAs implemented the recommendations made from the previous audit, M&E and board reports	Budgets, Progress reports etc.	Audit, M&E and Board reports Budgets, Progress reports, Discussion, interviews	Doc Review, interview Observations physical site inspections	Reports
Establish the level of functionality of District Roads Committees (DRCs), identify weaknesses and propose corrective action/necessary improvements;	What is the level of functionality of District Roads Committees (DRCs), What are the weaknesses noted and recommended corrective action for improvements	Meetings held Field work done	Minutes; Interviews of DRC members	Document review Field visits Interviews	Checklists
Assess the efficiency and effectiveness; and propose areas of improvement of the force account implementation strategy in road maintenance specifically with regard to: equipment condition, quality of staff driving the equipment, maintenance services for equipment, recruitment of gangs, daily productivity under force account, procurement of input materials and quality assurance.	How effective and efficient is force account implementation strategy in road maintenance specifically with regard to: equipment condition, staff quality, gangs, productivity and material procurement?	Rate of fund utilisation Level of maintenance of equipment Field work done	Report; Financial records; Interviews	Document review Field visits Interviews	Checklists
Develop a performance rating criteria for DAs due to need to translate M&E findings into a performance rating for a given DA.	How is the performance rating of the DA in relation to URF assessment criteria?	Scores against criteria	Works done, records	Scoring	URF assessment criteria

APPENDIX 6: FINANCIAL INFORMATION APPENDIX 6

Table I: Inadequately supported payment vouchers at Kitgum UNRA Station

Date	PV No	Description	Amount (UGX)	Missing Documentation
13/08/15	IB508015	Supply of 1200m ³ Gravel	5,640,000	No GRN attached
13/08/15	IB508016	Supply of 1600m ³ Gravel	7,520,000	No GRN attached
14/08/15	IB508017	Supply of 800m ³ Gravel	3,760,000	No GRNs attached
14/08/15	IB508018	Allowances for Hired labourers for Kit-gum-Kalongo-Pato	1,783,000	No time sheets
21/08/15	IB508021	Hard-core and Sand	1,880,000	No GRN attached
21/08/15	IB508022	River training work	1,875,300	No activity report
25/08/15	IB508023	Supply of Grader blades	9,172,800	No defect reports attached
Total			31,631,100	

Table II: Inadequately supported payment vouchers at Lamwo TC

Date	PV No	Description	Amount (UGX)	Missing Documentation
23/09/15	47/9/15	Supply of Stone Dust	2,250,000	No GRN, No receipt
29/09/15	45/9/15	Road Inspection Allowance	1,194,000	No time sheets
29/9/15	44/9/15	Hire of Equipment	4,200,000	No time sheets
29/9/15	41/9/15	Facilitation for sealing of Kitgum -Nyomomorr road	758,000	No accountability attached
29/9/15	40/9/15	Hire of Equipment	6,400,000	No time sheets
29/9/15	39/9/15	Hire of Equipment	6,100,000	No time sheets
29/9/15	37/9/15	Facilitation to collect Bitumen Boiler	758,000	No accountability attached
23/9/15	34/9/15	Supply of stone Chippings	17,489,311	No GRN
16/9/15	33/9/15	Facilitation for verification of works	460,000	No Report
01/9/15	28/9/15	Facilitation for Labour Cost	4,000,000	No certificate of completion
9/9/15	27/9/15	Facilitation of operators	1,560,000	No accountability attached
9/9/15	26/9/15	Hire of Equipment	2,800,000	No time sheets
11/9/15	23/9/15	Supply of stone chippings	18,585,000	No GRN
9/9/15	22/9/15	Supply of Fuel	3,968,000	No consumption sheet, No Fuel Issues orders
19/08/15	21a/8/15	Hire of Equipment	4,007,000	No time sheets
25/08/15	18/08/15	Supervision allowance	1,303,000	No report
28/08/15	17/8/15	Hire of Equipment	10,058,000	No time sheets
25/08/15	16/8/15	Instalment of Labour costs for road sealing	4,500,000	No certificate of completion
25/8/15	15/8/15	Hire of Equipment	3,008,000	No time sheets
18/8/15	12/8/15	Hire of Equipment	6,768,000	No time sheets
18/8/15	10/8/15	Purchase of road tools	6,067,700	No GRN
18/8/15	7/8/15	Repairs of Motor Vehicle	2,915,000	No Pre and Post assessment report
13/7/15	5/7/15	Fuel	2,652,000	No consumption sheet, No Fuel Issues orders
13/7/15	3/7/15	Hire of Equipment	12,690,000	No Time sheets
13/7/15	2/7/15	Supply of concrete pipes	7,520,000	No GRN
13/7/15	1/7/15	Supply of Bitumen	100,407,000	No GRN
Total			232,418,011	

Table III: Inadequately supported payment vouchers at Kitgum TC

Date	PV No	Description	Amount (UGX)	Missing Documentation
19/09/15	27	Supervision of road works	580,000	No Report
16/09/15	26	Fuel	12,740,000	No Issue Orders
10/7/15	17	Monitoring by TPC	156,000	No report
10/7/15	216	Supervision allowance by Technical Staff	627,000	No report
Total			14,103,000	

Table IV: Inadequately supported with documents at Agago DLG

Date	PV No	Description	Amount (UGX)	Missing Documentation
15/09/15	21/9	Facilitation for preparation of project documents under FA	2,000,000	No accountability attached
11/9/15	19/9	Facilitation for photocopying Financial documents for FY 2013/14	300,000	No accountability attached
11/9/15	19/9	Facilitate the supply of fuel for the Generator	560,000	No issue orders and consumption sheets
9/9/15	13/9	Facilitation for Auditing and Monitoring LLGs	1,130,000	No accountability, No report attached
28/08/15	10/8	Facilitate survey of roads of roads planned	1,850,000	No accountability, No report attached
28/08/15	9/8	Monitoring and Supervision of LLGs	1,490,000	No accountability, No report attached
19/08/15	4/8	Submission of Quarter 4 report	1,215,000	No accountability attached
28/08/15	5/8	Supply of road construction works	13,989,089	No Goods Received Note
12/08/15	3/8	Servicing and Repairing of the generator	1,435,000	No pre and post assessment report
Total			23,969,089	

Table V: Inadequately supported with documents at Otuoke DLG

Date	PV No		Description	Amount (UGX)	Missing Documentation
29/9/15	86	Otuoke DLG	Community Mobilization	1,455,000	No accountability
9/9/15	61	Otuoke DLG	Repair of Lorry	330,000	No pre and post assessment report
9/9/15	59	Otuoke DLG	Lubrication of Motor Grader	400,000	No receipt
Total				2,185,000	

Table VI: Inadequately supported with documents at Otuoke TC

Date	PV No		Description	Amount (UGX)	Missing Documentation
25/09/15	242	Otuoke TC	Supply of Bitumen and Primer	5,541,600	No GRN
25/09/15	255	Otuoke TC	Hire of Equipment	2,000,000	No time sheets
9/9/15	216	Otuoke TC	Supply of stone dust	13,066,000	No GRN
13/08/15	207	Otuoke TC	Supervision of drainage sport	288,000	No report
13/08/15	200	Otuoke TC	Hire of Equipment	7,369,600	No time sheets
5/08/15	196	Otuoke TC	Hire of Equipment	12,972,000	No time sheets
31/7/15	194	Otuoke TC	Hire of Equipment	8,319,000	No time sheets
21/7/15	183	Otuoke TC	Hire of Equipment	28,604,200	No time sheets
Total				78,160,400	

Table VII: Outstanding cheques at Lamwo DLG as at June 30, 2015 per bank reconciliation for the month then ended.

Cheque number	Amount -UGX
3068	358,200
3136	650,100
3137	5,415,000
3138	131,166,387
3139	10,197,533
3140	56,784,000
3141	11,693,478
3142	5,846,739
3143	9,969,100
3144	546,000
3145	109,329,660
3147	7,346,038
3148	3,673,019
149	13,867,699
3150	945,525
3151	472,763
3152	3,540,000
3153	77,695,800
3154	6,815,772
3155	3,220,000
3155	2,480,000
3157	4,350,000
3158	7,275,600
3158	5,122,800
3160	2,561,400
3161	2,314,000
3163	5,640,000
3165	14,041,000
3162	464,400
3146	10,919,963
3166	924,000
3167	462,000
3134	408,900
3168	1,240,800
3169	34,501,500
3170	2,170,200
3171	1,045,500
3172	4,000,000
3173	2,820,000
3174	180,000
Total	562,427,876

