



ROAD MAINTENANCE MONITORING REPORT

Q1-4 FY 2014/15 (July 2014 – June 2015)

Executive Director Uganda Road Fund
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P. O. Box 7501, Kampala



SEPTEMBER 2015



ROAD MAINTENANCE MONITORING REPORT

QUARTER 1-4 FY 2014/15 (July 2014– June 2015)

UNRA Stations
Municipal Councils
District Local Governments
Kyenjojo

Masaka, Fort Portal
Masaka, Entebbe, Fort Portal
Kalungu, Mpigi, Kyegegwa, Kabarole,



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Foreword

This is a monitoring report of road maintenance programmes funded by URF in FY 2014/15 covering the period July 2014 – June 2015.

In the FY 2014/15 Performance Statement and the One Year Road Maintenance Plan, URF committed to monitor and evaluate its operations and performance of designated agencies. This is a tool the Fund employs in assessing effectiveness of its road maintenance funding strategies as mandated to it by the URF Act, 2008. It also comprises one of the key functional pillars of the Fund, through which the Fund tracks implementation of its performance agreements with designated agencies each financial year.

This report covers financial and physical performance of selected agencies funded from Q1 to Q4 FY 2014/15. These include 2 UNRA stations under the National Roads Maintenance Programme; 5 district roads maintenance programmes; and 3 urban roads maintenance programmes.

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



Eng. Dr. Michael M. Odongo

Executive Director

04 September 2015

Executive Summary

FY 2014/15 is the fifth full year of operation of URF, in which a total of UGX 428.102 billion was budgeted to finance road maintenance activities planned on all public roads across the country, resourced solely by parliamentary appropriations from the Consolidated Fund. A total of UGX 428.093 billion was realized during FY 2014/15, representing budget performance of 100.0%. A total of UGX 420.878 billion was planned for disbursements to institutions designated as road maintenance agencies under section 41 of the URF Act. Total disbursements to the agencies during FY 2014/15 were at UGX 417.878 billion representing 99.3% of the annual planned releases.

ES1 - Performance of Road Maintenance Programmes

A: National Roads Maintenance Programme

Agency	Performance Rating (%)		
	Physical Performance	Financial Performance	Overall Performance
UNRA Station			
1. Fort Portal UNRA	75.1	81.9	78.5
2. Masaka UNRA	98.4	97.8	98.1
Average Performance UNRA	86.8	89.9	88.3

B: DUCAR Maintenance Programme

Agency	Performance Rating (%)		
	Physical Performance	Financial Performance	Overall Performance
Local Government			
1. Entebbe MC	100	100	100
2. Fort Portal MC	66.3	99.3	82.8
3. Kabarole DLG	97.6	99.6	98.6
4. Kalungu DLG	100	100	100
5. Kyegegwa DLG	83.7	100.3	92
6. Kyenjojo DLG	100	95.6	97.8
7. Masaka MC	89.7	99.7	94.7
8. Mpigi DLG	94.5	97.3	95.9
Average Performance DUCAR	91.5	99.0	95.2

Performance Rating Legend

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

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

At the end of Q4 FY 2014/15, using in-house capacity, the public roads maintenance programme was monitored at 10 agencies, namely Fort Portal UNRA, Fort Portal MC, Kyegegwa DLG, Kyenjojo DLG, Kabarole DLG, Masaka UNRA, Masaka MC, Entebbe MC, Mpigi DLG, and Kyenjojo DLG. An encapsulation of the findings and recommendations is depicted in Table 1.

Table 1: Key Issues in Sampled URF Designated Agencies – Q1-4 FY 2014/15

SN	Generic Findings		Agencies where found	Strategies for improvement
	Finding	Risk/Effect		
1.	Late downstream disbursement of funds from the headquarter leading to delays in implementation of planned works	Failure to implement works as per the work plan	Masaka UNRA, Fort Portal UNRA	UNRA should be cautioned and required to explain
2.	Obsolete equipment with high breakdown rate/high maintenance costs and insufficient for the network size	Failure to implement all planned works within the FY	Masaka UNRA, Entebbe MC, Masaka MC, Kalungu DLG, Mpigi DLG	MoWT should expedite procurement of additional force account equipment from Japan
3.	Delays in procurement of contract works leading to unplanned interventions by force account	Failure to implement planned works	UNRA Fort Portal	UNRA should increase coverage of term maintenance contracts to reduce on the annual procurement work load
4.	Mismatch in quarterly release of funds for fuel, maintenance of equipment, and road works	Failure to implement planned works within the FY	UNRA- Fort Portal	UNRA should rationalize and match fuel allocation to funds released to stations
5.	Difficulty in accessing zonal equipment which leads to use of costly hired equipment	Increased unit costs	Kabarole DLG, Kyegegwa DLG, Kyenjojo DLG, Fort Portal MC	URF should coordinate with MoWT and MoLG to fast-track procurement of expected equipment from Japan and to operationalise the zonal centres
6.	Low wage for road gangs and operators, which leads to high turnover of workers	Poor performance of maintenance activities	MpigiDLG, Kalungu DLG, Kabarole DLG, Kyegegwa DLG, Kyenjojo DLG, Fort Portal MC	URF should coordinate with MoWT, MoLG, MoFPED and MoPS to review force account guidelines and institute necessary changes
7.	Unsupported expenditure in excess of UGX 32m	Non-compliance to LG finance and accountability regulations and possible misappropriation of funds	Kyegegwa TC	The sub-agency should be audited
8.	Delays in transfer of funds to sub-agencies	Risk of failure to implement planned works	Kyenjojo DLG, Kabarole DLG, Kalungu DLG, Mpigi DLG	DAs should be required to explain
9.	Continued use of contractors for routine manual maintenance instead of road gangs	Non-compliance with force account policy in LGs	Kyenjojo DLG, Katooke TC, Kyenjojo TC	Agencies should be required to explain
10.	High unit rates compared to District LG and other town councils in the district	Loss of value for money	Katooke TC	TC should be audited
11.	Scarcity of gravel and other construction materials like hardcore stones, which leads to high construction costs	High unit cost of road maintenance	UNRA- Fort Portal; Kabarole DLG; Kibiito TC	Use of alternative materials should be explored in the district/ region
12.	Lack of records on management of resources and daily outputs in the force account operations	Failure to provide accountability for funds and resources	Kabarole DLG, Kyegegwa DLG, Kyenjojo DLG, Fort Portal MC TCs in above DAs	URF in coordination with MoWT should develop force account manual to guide agencies and harmonise approach
13.	Insufficient equipment for	Poor quality works and	Kabarole DLG,	Coordinate with MoFPED, MoLG,

SN	Generic Findings		Agencies where found	Strategies for improvement
	Finding	Risk/Effect		
	routine mechanized and periodic maintenance	faster deterioration of roads	Kyegegwa DLG, Kyenjojo DLG, Fort Portal MC	MoWT to ensure establishment of proposed zonal equipment centres
14.	Huge advances to technical staff for payment of allowances, road gangs and purchase of supplies	Possible abuse and loss of funds	Kabarole DLG, Kyegegwa DLG, Kyenjojo DLG, Fort Portal MC	Issue circular to caution agencies against issuing huge advances to staff
15.	Internal borrowing of road maintenance funds for unrelated activities	Possible loss of funds	Kibiito TC, Fort Portal MC	Accounting officers should be cautioned
16.	Unsecured advances to fuel stations contrary to PPDA regulations	Risk of loss of funds	Kabarole DLG, Kyegegwa DLG, Kyenjojo DLG, Fort Portal MC TCs in above DAs	DAs should be advised to use fuel cards and desist from giving unsecured advances for fuel
17.	Wide variations between actual road lengths and planned lengths	Inaccurate accountabilities	Kibiito TC	Agencies should be audited
18.	Critical understaffing of works department	Slow implementation of planned activities; and failure to implement works as per the work plans	Kyegegwa DLG, Kibiito TC, Rwimi TC, Kyenjojo TC	URF should coordinate with relevant ministries to improve staffing of works departments in DAs
19.	Frequent breakdowns and high maintenance cost of equipment from China	Poor quality works and high unit cost of road maintenance	Kabarole DLG, Kyegegwa DLG, Kyenjojo DLG, Fort Portal MC	Coordinate with MoWT and MoLG to fast track procurement of expected equipment from Japan and to operationalise the zonal centres
20.	Weak controls in the management of fuel	Mis-use of fuel and high unit costs of road maintenance	Kabarole DLG, Kyegegwa DLG, Kyenjojo DLG, Fort Portal MC TCs in above DAs	Coordinate with MoWT to fast track issuance of force account manual
21.	Red flags on payments to road gangs e.g. people signing for nil payments yet measurement sheets indicate they had done some work	Mis-representation of accountabilities	Kyegegwa DLG	DA should be audited
22.	Poor quality works	Loss of value for money	Kyegegwa DLG, Kyegegwa TC, Katooke TC	DAs should be required to explain
23.	Un-utilised releases for emergencies made in Q2, UGX 50m returned to Treasury	Loss of road funds to Treasury	Kyenjojo TC	DA should be required to explain
24.	Critical understaffing of works department	Slow implementation of planned activities; and failure to implement works as per the work plans	Kyegegwa DLG	URF should coordinate with relevant ministries to improve staffing of works departments in DAs/ Institute TSUs
25.	Incomplete transfer of funds from general collection account to works account. UGX 4.345 received in Q4 was remitted to the works account on 31.07.2015	Risk of failure to implement planned works	Katooke TC	TC should be audited

TABLE OF CONTENTS

FOREWORD	2
EXECUTIVE SUMMARY	3
LIST OF ACRONYMS AND ABBREVIATIONS	9
1.0 INTRODUCTION	10
1.1 BACKGROUND	10
1.2 SCOPE	10
1.3 METHODOLOGY	10
1.4 LIMITATIONS.....	11
1.5 STRUCTURE OF THE REPORT.....	11
2.0 NATIONAL ROADS MAINTENANCE PROGRAMME	12
2.1 PROGRAMME BACKGROUND.....	12
2.2 UNRA – MASAKA STATION	12
2.3 UNRA – FORT PORTAL STATION	15
3.0 DISTRICT, URBAN AND COMMUNITY ACCESS ROADS (DUCAR) MAINTENANCE PROGRAMME	22
3.1 DUCAR - BACKGROUND	22
3.2 DUCAR - FINDINGS ON FINANCIAL AND PHYSICAL PERFORMANCE	22
3.3 KALUNGU DLG	23
3.4 MPIGI DLG	27
3.5 MASAKA MUNICIPAL COUNCIL.....	32
3.6 ENTEBBE MUNICIPAL COUNCIL	34
3.7 KABAROLE DISTRICT LOCAL GOVERNMENT	36
3.8 FORT PORTAL MUNICIPAL COUNCIL	44
3.9 KYEGEGWA DISTRICT LOCAL GOVERNMENT	48
3.10 KYENJOJO DISTRICT LOCAL GOVERNMENT	54
4.0 KEY ISSUES, RISKS AND RECOMMENDED ACTIONS	62
4.1 NATIONAL ROADS	62
4.2 DUCAR NETWORK.....	62
ANNEX 1: OFFICIALS MET DURING MONITORING	64

LIST OF TABLES

Table 1.1: Programmes Monitored in Q4 FY 2014/15	10
Table 2.1: Financial Performance at Masaka UNRA Station	12
Table 2.2: Performance of Releases to UNRA Station in Masaka, FY 2014/15	13
Table 2.3: Key Issues - UNRA Masaka	15
Table 2.4: Financial Performance of Force Account works and Contracts under Fort Portal Station	15
Table 3.1: Physical and Financial Performance of the DUCAR Agencies Monitored, Q4 FY 2014/15	23
Table 3.2: Kalungu DLG Roads Maintenance Programme - Annual Work Plan, FY 2014/15	23
Table 3.3: Performance of Releases for Kalungu District Roads Maintenance, Q1-4 FY 2014/15	24
Table 3.4: Key issues from findings in Kalungu DLG, Q1-4 FY 2014/15	26
Table 3.5: Performance of Releases to Kalungu TC, FY 2014/15	26
Table 3.6: Mpigi DLG Roads Maintenance Programme - Annual Work Plan, FY 2014/15	28
Table 3.7: Performance of Releases for Mpigi District Roads Maintenance, Q1-4 FY 2014/15	28
Table 3.8: Key issues from findings in Mpigi DLG, Q1-4 FY 2014/15	30
Table 3.9: Performance of Releases to Mpigi TC, FY 2014/15	30
Table 3.10: Performance of Releases to Masaka MC, FY 2014/15	32
Table 3.11: Key Issues from findings in Masaka MC, Q1-4 FY 2014/15	34
Table 3.12: Performance of Releases to Entebbe MC, FY 2014/15	35
Table 3.13: Key Issues from findings in Entebbe MC, Q1-4 FY 2014/15	36
Table 3.14: Performance of Releases for Kabarole District Roads Maintenance, FY 2014/15	37
Table 3.15: Kabarole DLG - Site observations on works implemented under the FY 2014/15 work plan	38
Table 3.16: Performance of Releases to Kibiito TC, FY 2014/15	39
Table 3.17: Kibiito TC - Site observations on works implemented under the FY 2014/15 work plan	40
Table 3.18: Performance of Releases to Rwimi TC, FY 2014/15	41
Table 3.19: Rwimi TC - Site observations on works implemented under the FY 2014/15 work plan.	41
Table 3.20: Rubona TC - Site observations on emergency works on Rubona – Nyakinoni swamp.	43
Table 3.21: Key issues from findings in Kabarole DLG, FY 2014/15	43
Table 3.22: Performance of Releases for Fort Portal Municipal Council Roads Maintenance in FY 2014/15	45
Table 3.23: Fort Portal MC - Site observations on works implemented under the FY 2014/15 work plan	45
Table 3.24: Key issues from findings in Fort Portal MC, FY 2014/15	47
Table 3.25: Performance of Releases for Kyegegwa District Roads Maintenance, FY 2014/15	48
Table 3.26: Kyegegwa DLG - Site observations on works implemented under the FY 2014/15 work plan	49
Table 3.27: Performance of Releases to Kyegegwa TC, FY 2014/15	51
Table 3.28: Kyegegwa TC - Site observations on works implemented under the FY 2014/15 work plan	51
Table 3.29: Key issues from findings in Kyegegwa DLG, FY 2014/15	53
Table 3.30: Performance of Releases for Kyenjojo District Roads Maintenance, FY 2014/15	54
Table 3.31: Kyenjojo DLG - Site observations on works implemented under the FY 2014/15 work plan	55
Table 3.32: Performance of Releases to Kyenjojo TC, FY 2014/15	57
Table 3.33: Kyenjojo TC - Site observations on works implemented under the FY 2014/15 work plan	57
Table 3.34: Performance of Releases to Katooke TC, FY 2014/15	59
Table 3.35: Katooke TC - Site observations on works implemented under the FY 2014/15 work plan	59
Table 3.36: Key issues from findings in Kyenjojo DLG, FY 2014/15	61

LIST OF FIGURES

Figure 2. 1: Photographs in Masaka UNRA.....	14
Figure 2. 2: Photographs in Fort Portal UNRA	18
Figure 3.1: Photographs in Kalungu District	25
Figure 3. 2: Photographs in Kalungu Town.....	27
Figure 3.3: Photographs in Mpigi District.....	29
Figure 3.4: Photographs in Mpigi Town.....	31
Figure 3.5: Photographs in Masaka Municipality.....	33
Figure 3.6: Photographs in Entebbe Municipality	35
Figure 3.7: Photographs in Kabarole District.....	38
Figure 3.8: Photographs in Fort Portal Municipality.....	46
Figure 3.9: Photographs in Kyegegwa District.....	50
Figure 3.10: Photographs in Kyenjojo District.....	56

LIST OF ACRONYMS AND ABBREVIATIONS

AIDS	-	Acquired Immune Deficiency Syndrome
bn	-	Billion
CAIIP	-	Community Agricultural Infrastructure Improvement Programme
CARs	-	Community Access Roads
CDOs	-	Community Development Officers
DA	-	Designated Agency
DLG	-	District Local Government
DLSP	-	District Livelihood Support Programme
DRC	-	District Roads Committee
DUCAR	-	District, Urban and Community Access Roads
FY	-	Financial Year
H	-	Half year
HIV	-	Human Immunodeficiency Virus
H/Q	-	Headquarter
IFMS	-	Integrated Financial Management System
IPF	-	Indicative Planning Figure
KCCA	-	Kampala Capital City Authority
KIIDP	-	Kampala Institutional and Infrastructure Development Programme
Km	-	Kilometeres
KPIs	-	Key Performance Indicators
LBCs	-	Labour-Based Contractors
LGMSDP	-	Local Government Management and Service Delivery Programme
LHS	-	Left Hand Side
LPO	-	Local Purchasing Order
LRDP	-	Luwero Rwenzori Development Programme
M&E	-	Monitoring and Evaluation
MAAIF	-	Ministry of Agriculture, Animal Industry and Fisheries
MC	-	Municipal Council
MoFPED	-	Ministry of Finance, Planning and Economic Development
MoLG	-	Ministry of Local Government
MoWT	-	Ministry of Works & Transport
N/A	-	Not Applicable
NSADP	-	Northwest Smallholder Agricultural Development Project
NUREP	-	Northern Uganda Rehabilitation Programme
OPM	-	Office of the Prime Minister
PM	-	Periodic Maintenance
PRDP	-	Peace Recovery and Development Programme
Q	-	Quarter
Rd	-	Road
RHS	-	Right Hand Side
RMeM	-	Routine Mechanized Maintenance
RMM	-	Routine Manual Maintenance
RSSP	-	Road Sector Support Programme
RTI	-	Rural Transport Infrastructure
SA	-	Sub-agency
TC	-	Town Council
UGX	-	Uganda Shillings
UNRA	-	Uganda National Roads Authority
URF	-	Uganda Road Fund
USMID	-	Uganda Support to Municipal Infrastructure Development

1.0 INTRODUCTION

1.1 BACKGROUND

In FY 2014/15 a total of UGX 428.102bn under the road maintenance financing plan was passed by Parliament in June 2014, as part of the Works and Transport Sector Ministerial Budget Policy Statement for FY 2014/15. By end of June 2015, the Uganda Road Fund had received a total of UGX 428.093bn (100% of annual budget) from the Treasury and disbursed UGX 417.878bn (99.3% of receipts to be disbursed) to the DAs.

Disbursements to the DAs were made by URF on a quarterly basis and accountabilities for the funds were submitted to URF as per terms and conditions of the performance agreements signed with the DAs at the beginning of FY 2014/15. Sub-agencies which include town councils and sub-counties received funding and accounted through their respective DLGs.

Monitoring field visits were undertaken in selected agencies to ascertain their performance against annual work plans for FY 2014/15. This report presents the findings and recommendations arising from the monitoring field visits.

1.2 SCOPE

The scope of monitoring was for the period Q1-4 of FY 2014/15. The exercise covered input – output monitoring of selected road maintenance programmes that were planned for implementation in FY 2014/15.

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

The monitoring exercise covered the road maintenance programmes shown in Table 1.1.

Table 1.1: Programmes Monitored in Q4 FY 2014/15

Road Network	Project/Programme Monitored
National Roads	National Roads Maintenance Programme
	• Masaka UNRA, Fort Portal UNRA
District Roads	District Roads Maintenance Programme
	• Kalungu DLG, Mpigi DLG, Kyegegwa DLG, Kyenjojo DLG, Kabarole DLG,
Urban Roads	Urban Roads Maintenance Programme
	• Masaka MC, Entebbe MC, Fort Portal MC

1.3 METHODOLOGY

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

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

- Debriefing with the DAs to relay initial findings and obtain feedback where necessary; and
- Analysis of collected field data and preparation of monitoring reports.

1.4 LIMITATIONS

Limitations to the monitoring activities included the following:

- Some agencies visited had not yet submitted their progress reports hence hampering advance review of the aforementioned documents.
- Disaggregation of expenditures of URF funds from other expenditures at the agencies took a lot of the monitoring time.
- The location of the UNRA roads is quite distant; as such this imposed a time constraint on the monitoring exercise.

1.5 STRUCTURE OF THE REPORT

The report is arranged as follows:

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

2.0 NATIONAL ROADS MAINTENANCE PROGRAMME

2.1 PROGRAMME BACKGROUND

The programme involved activities for maintenance and management of roads on the national roads network totalling 21,000km under the Uganda National Roads Authority (UNRA) comprising 3,795km (18.1%) of paved roads and 17,205km (81.9%) of unpaved roads. The programme is recurrent in nature and aims at improving and maintaining interconnectivity across the country by reducing the rate of deterioration of the national roads network, lowering vehicle operating costs and travel time as well as ensuring safety of road users and ferry services.

In FY 2014/15, the programme had an approved annual budget allocation of UGX 274.438 billion under the URF budget. 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 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. Release of funds to the programme during FY 2014/15 amounted to UGX 261.438 billion, representing 95.3% release of the approved annual budget. At the end of Q4 FY 2014/15, the programme was monitored at Masaka and Fort Portal UNRA Stations using in-house capacity.

2.2 UNRA – MASAKA STATION

2.2.1 Financial Performance

Table 2.1: Financial Performance at Masaka UNRA Station

Station	Financial Summary FY 2014/15					Implementation by Contract		
	Bal B/F from	Receipts	Expenditure (UGX Million)	% of total funds Spent	Bal C/F to Q1 FY 2015/16 (UGX Million)	Contract Name	Financial Progress (% of Contract Sum)	Remarks
	FY 2013/14 (UGX Million)	(UGX Million)						
Masaka	550.487	5,886.019	6,296.114	97.8	140.392	Term Maintenance of Lyantonde-Ntuusi road (58km) - unpaved	0%	Physical progress was at 28.3% against time progress of 41.7%.
						Term maintenance of Kyapa-Kasensero road (41km) - unpaved	0%	Physical progress was at 0% against time progress of 4%.
						Term maintenance of Villa Maria-Kyamulibwa-Kabulasoke road (48km) - unpaved	0%	Physical progress was at 0% against time progress of 5.6%.
						Term maintenance of Kyabakuza-Kiwangala-Ndagwe-Kabale road (62km) - unpaved	0%	Physical progress was at 0% against time progress of 5.6%.

Approved Annual Budget FY 2014/15 UGX 6,436.506 billion				
Releases as at time of monitoring in Q4 FY 2014/15 amounted to UGX 5,886.019 billion (91.4 % of annual budget)				
Expenditure as at end of Q4 FY 2014/15 was UGX 6,296.114 billion (97.8% of available funds)				

Source: UNRA Station Engineer

As shown in Table 2.1, during the FY 2014/15 the programme received a total of UGX 5.886bn (91.4% of annual budget). Expenditure of the funds released to Masaka station at the end of FY 2014/15 was at UGX 6,296.114 million representing 97.8% absorption of the funds available. Table 2.1 also shows financial performance of contracted works at the station, for which payments are effected from the UNRA headquarters. It can be observed from Table 2.1 that the only contract works that were in progress were term maintenance contracts. Procurement of periodic maintenance contracts had failed after a due diligence revealed that the best evaluated bidder did not have sufficient equipment and the contracts were going to be re-tendered. Performance of releases to the UNRA station in Masaka was as shown in Table 2.2.

Table 2.2: Performance of Releases to UNRA Station in Masaka, FY 2014/15

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MoFPED	25%	50%	71.2%	100%	Cumulative
Date of MoFPED release	10-Jul-14	23-Oct-14	27-Jan-15	28-Apr-15	
% of annual budget released by URF	26.2%	52.4%	74.6%	95.3%	Cumulative
Date of URF release	15-Jul-14	23-Oct-14	28-Jan-15	6-May-15	
% of annual budget released by UNRA/HQ	26.2%	52.4%	74.6%	91.4%	
Date of UNRA/HQ release	26-Aug-14	1-Dec-14	10-Mar-15	19-May-15	
Delay from start of quarter	56	61	68	48	58.3 Calendar days Av.
Delay from date of URF release	42	39	41	13	33.8 Calendar days Av.

2.2.2 Physical Performance

The station had a total road network of 1,093km, of which 239km (21.9%) was paved and 854km (78.1%) was unpaved. The network included 529 km of roads from the additional road network that was upgraded to national roads in FY 2009/10. The road network extends into 9 districts that include Masaka, Kalungu, Sembabule, Bukomansimbi, Lyantonde, Rakai, Lwengo, Kalangala, and Gomba. Physical performance of road maintenance work plan for FY 2014/15 was as follows:

- Routine manual maintenance planned on 884km (80.9% of total road network) had been undertaken on 831km for 4 cycles in Q1-4 FY 2014/15;
- Routine mechanised maintenance using force account planned on 442km (40.4% of total road network) had been undertaken on 442km for four cycles in Q1-4 FY 2014/15 ;
- Routine mechanised maintenance using term contracts planned on 209km (19.1% of total road network) had been undertaken on 17km in Q1-4 FY 2014/15;
- Periodic maintenance using contractors planned on 106km (9.7% of total road network) had not kicked off due to a failed procurement and works were going to be re-tendered.

The monitoring team, on 20 August 2015, visited works under term maintenance as depicted in Figure 2.1.



UNRA Masaka: Raising of 2km of low lying areas on Lyantonde-Ntuusi road (58km) under routine mechanized maintenance using term contracts



UNRA Masaka: Culvert installation on Lyantonde-Ntuusi road (58km) under routine mechanized maintenance using term contracts

Figure 2. 1: Photographs in Masaka UNRA

2.2.3 Implementation Challenges

Implementation challenges at the station included:

- Narrow equipment base exacerbated by frequent breakdown of the few existing equipment which was causing equipment maintenance costs to surge;
- Late releases from the H/Q which delays implementation of road maintenance activities;
- The Station had only two supervision vehicles for supervising all the force account and contract works. This gravely constrained supervision of road maintenance works;
- Enormous delays in implementation of contract works due to limited equipment base of the procured contractors;
- Low wage rate of LBCs of UGX 72,000 per month afflicted their attraction and retention. The petty contractors preferred to engage in more lucrative activities like picking coffee.

2.2.4 Mainstreaming of Crosscutting Issues

The team was informed that the station mainstreams environmental issues through reinstatement of gravel borrow pits after exploitation.

Gender issues were mainstreamed by considering both males and females during recruitment of LBCs albeit females were given an extra score in the evaluation criteria in order to encourage them.

HIV/AIDS mainstreaming was not yet being given due consideration under force account but under RMeM and PM contracts the item was being costed for to sensitize all the beneficiaries along the roads maintained on HIV/AIDS matters.

2.2.5 Key Issues UNRA Station - Masaka

The key issues from the findings at the UNRA station in Masaka were as summarized in Table 2.3.

Table 2.3: Key Issues - UNRA Masaka

SN	Finding	Risk/Effect	Strategies for improvement
26.	Narrow equipment base exacerbated by frequent breakdown of the few existing equipment which was causing equipment maintenance costs to spiral	A risk of failure to implement force account work plan to its entirety	MoWT should expedite procurement of heavy equipment from Japan. This includes a portion to be allotted to UNRA.
27.	Late releases from the H/Q which delays implementation of road maintenance activities	A risk of delayed implementation of planned works	UNRA H/Q should make releases to Stations within 7 calendar days from receipt of funds from URF
28.	Critical understaffing at the Station whereby the staffing was not increased to parallel the additional network acquired	A risk of inefficiency creeping into the maintenance operations of the Station	UNRA should undertake a full restructuring that will expand its structure to match the performance demands created by the additional network

2.3 UNRA – FORT PORTAL STATION

2.3.1 Financial Performance

Table 2.4: Financial Performance of Force Account works and Contracts under Fort Portal Station

Station	Implementation by Force account in FY 2014/15				Implementation by Contract			
	Bal B/F from FY 2013/14 (UGX Million)	Receipts (UGX Million)	Expenditure (UGX Million)	% of total funds Spent	Bal C/F to Q1 FY 2014/15 (UGX Million)	Contract Name	Financial Progress (% of Contract Sum)	Remarks
Fort Portal	808.5	4,157.4	4,065.7	81.9%	900.2	Term maintenance of Kyenjojo – Katooke – Muzizi (38.0Km); Rugombe – Katooke (37Km); Fort Portal – Kijura – Kabende Bridge (41Km)	50%	Physical progress was at 66% against time progress of 67.4%.
						Periodic maintenance of Kibuuku – Nyabushozi (14Km); Kahunge – Bisozzi – Rwamwanja (34Km)	10.4%	Physical progress was at 17% against time progress of 88%. Seriously behind schedule
						Periodic maintenance of Rwamwanja – Mbuza – Rweitengya – Kihura (34Km)	79.5%	Physical progress was at 95.7% against time progress of 104.8%. At substantial completion stage.
Approved Budget Estimates UGX 274.4 billion Releases as at time of monitoring in Q4 FY 2014/15 amounted to UGX 270.637billion (98.6% of annual budget) Expenditure as at end of Q4 FY 2014/15 amounted to UGX 266.332 billion (98.4% of releases)								

Source: UNRA Station Engineer

As shown in Table 2.4, releases to the UNRA station in Fort Portal in FY 2014/15 amounted to UGX 4.157 billion, which was released mainly for road maintenance works by force account; routine manual maintenance activities; maintenance on bridges and road safety activities. Expenditure of the funds at the station was at UGX 4.066 billion which also included expenditure of the UGX 808.5 million rolled over from FY 2013/14. Table 2.4 also shows financial performance of contracted works at the station, for which payments were effected from the UNRA headquarters. It can be seen that the financial performance of the contracts was reasonably below the observed physical progress. Performance of releases to the UNRA station in Fort Portal was as shown in Table 2.5.

Table 2.5: Performance of Releases to UNRA station in Fort Portal, FY 2014/15

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25.0%	49.9%	71.0%	100.0%	Cumulatively
Date of MFPED release	10-Jul-14	23-Oct-14	27-Jan-15	8-May-15	
% of annual Budget released by URF	25.0%	49.9%	71.0%	98.6%	Cumulatively
Date of URF release	15-Jul-14	23-Oct-14	28-Jan-15	8-May-15	
Date of UNRA/HQ release	26-Aug-14	26-Nov-14	10-Mar-15	20-May-15	
Delay from start of quarter	56 days	56 days	68 days	49 days	Average 57.3 Calendar days
Delay from date of URF release	42 days	34 days	41 days	12 days	Average 32.3 Calendar days

2.3.2 Physical Performance

The station had a total road network of 1,002.7Km, of which 262.5Km (26.2%) was paved and 740.2Km (73.8%) are gravel roads. The network includes 409.2Km of roads from the additional road network that was upgraded to national roads in FY 2009/10. The road network extends into 7 districts that include Bundibugyo, Kabarole, Kamwenge, Kibaale, Kyegegwa, Kyenjojo and Ntoroko. Planned maintenance activities during FY 2014/15 included:

- Routine manual maintenance on 916.1Km (91.4% of total network);
- Routine mechanised maintenance on 795.7Km (79.3% of total network) of which
 - 166Km were planned to be done by force account;
 - 193.5Km were planned to be done by both force account and term maintenance contracts; and
 - 436Km were planned to be done by term maintenance contracts.
- Periodic maintenance using contractors on 142Km (14.2%) of which
 - 30Km were planned to be done by both equipment hire and periodic maintenance contracts; and
 - 112Km were planned to be done using periodic maintenance contracts.

A total of 65Km¹ (6.5%) of the network which was being upgraded to paved standard had no planned road maintenance activities during the year.

a) Maintenance using contracts

In FY 2014/15 maintenance works using contracts were planned on a total of 791.5Km (78.9%), of which 629.5Km was planned to have term maintenance contracts; and 142Km was planned to have periodic maintenance contracts. At the time of monitoring, done on 27th and 28th July 2015, ongoing contracts included:

¹ Fort Portal – Kamwenge (65.0Km)

- Term maintenance of Kyenjojo – Katooke – Muzizi (38.0Km); Rugombe – Katooke (37Km); Fort Portal – Kijura – Kabende Bridge (41Km)
- Periodic maintenance of Kibuuku – Nyabushozi (14Km); Kahunge – Bisozi - Rwamwanja (34Km)
- Periodic maintenance of Rwamwanja – Mbuza – Rweitengya - Kihura (34Km)

Routine manual maintenance using petty contractors had been undertaken on a total of 916.1Km (100% of planned). All the works were supervised by the UNRA Station Engineer Fort Portal with the exception of periodic maintenance works, which were supervised by Technology Consults in Association with UB Consulting Engineers Ltd. The monitoring team visited some selected roads where works had been undertaken and made the observations shown in Table 2.6.

Table 2.6: UNRA – Fort Portal - Site observations on works implemented by Contracts, FY 2014/15

Sn	Road Name		Site Observations
1.	Rugombe - Katooke (37Km) received routine maintenance (Term Maintenance Contract)	Contractor: Kato Investments Ltd Contract Sum: 3.641bn Commencement: 23 Jul 2013 Completion: 22 Jun 2016 Supervisor: UNRA Station	The entire road had been graded and spot gravelled in selected sections. The riding surface was generally still in good condition but had started developing failures like potholes and corrugations in a few sections. Overgrown grass on the shoulders was also observed in some sections of the road.
2.	Muzizi – Katooke - Kyenjojo (38Km) received routine maintenance (Term Maintenance Contract)		The road had been graded and spot gravelled in selected sections but had already greatly deteriorated with corrugations, cross drains, potholes and galleys observed in several sections. The road was overdue for regrading.
3.	Rwamwanja - Kihura (34Km) received periodic maintenance	Contractor: Clido Co. Ltd Contract Sum: 1.648bn Commencement: 14 Aug 2014 Completion: 15 Jul 2015 Supervisor: Technology Consults	The road had been graded and gravelled along the entire length. A total of 98 new culvert crossings had been installed however 58 of them had sunken backfill, which required to be rectified with additional backfill material and compaction. The riding surface was generally in good condition and the road was under defects liability period.
4.	Kahunge – Bisozi - Rwamwanja (34Km) received periodic maintenance	Contractor: Ampass Tech Services Contract Sum: 5.673bn Commencement: 30 Dec 2014 Completion: 29 Aug 2015 Supervisor: Technology Consults	The entire road had been graded but had not been well compacted in some sections. A total of 49 new culvert crossings had been installed and graveling was in progress with gravel heaps damped on a total of about 7Km. A swampy section of about 800m had been raised but without sufficient compaction of the fill material. The riding surface along the road was still generally bumpy.



UNRA Fort Portal: Sections of Kahunge – Bisozi - Rwamwanja road which was undergoing periodic maintenance.



UNRA Fort Portal: Sections of Rwamwanja - Kihura road which received periodic maintenance. (R) is a typical example of the sunken backfill on several of the culverts. The road was under defects liability period.



UNRA Fort Portal: Sections of Rugombe – Katooke road which received routine mechanized maintenance using term maintenance contracts.

Figure 2. 2: Photographs in Fort Portal UNRA

b) Maintenance using Force account

In FY 2014/15 force account interventions were planned to be done on a total of 359.7Km (35.9% of total network) encompassing mainly routine mechanised maintenance. The scope of works under force account included: grading, spot gravelling, patching (using gravel/ Asphalt/surface dressing), emergency repairs of roads and bridges and limited drainage improvement. The physical and financial performance of activities implemented using force account was as follows:

i) Financial Performance

In FY 2014/15, the station received a total of UGX 4.157 billion and had an opening balance from FY 2014/15 of UGX 808.5 million and therefore total available funds of UGX 4.966 billion. The available funds were planned to be used as follows: UGX 701.3 million for routine manual maintenance works across the entire network; UGX 2.84 billion for routine mechanised maintenance works on a total of 15 roads; UGX 348.8 million on mechanical repair of equipment; UGX 133.8 million for maintenance of bridges; UGX 685.6 million on fuel; UGX 83.0 million on operational costs; and UGX 173.8 million on other qualifying works.

Expenditure by category was as follows: UGX 702.2 million (100.1% absorption) for routine manual maintenance works across the entire network; UGX 2.17 billion (76.3% absorption) for routine mechanised maintenance works; UGX 212.2 million (60.8% absorption) on mechanical repair of equipment; UGX 119.9 million (100.4% absorption) for maintenance of bridges; UGX 653.9 million (95.4% absorption) on fuel; UGX 93.2 million (112.3% absorption) on operational costs; and UGX 104.5 million (60.1% absorption) on other qualifying works. Part of the expenditure on road maintenance works was however on works contracted out under the equipment hire arrangement.

The total expenditures amounted to 4.066 billion, which represented 81.9% absorption of available funds. The unutilised funds amounted to UGX 900.2 billion, which were however garnished by Uganda Revenue Authority (URA) to the tune of UGX 898.9 million, leaving a balance of UGX 1.31 million that was rolled over to FY 2015/16. Garnishment of funds by URA was due to non payment of withholding tax on payments by UNRA to the contractor on the project for upgrading Mukono – Katosi road, whose funding was outside the ambit of URF. Table 2.7 shows the detail of financial performance of the force account operations under UNRA Fort Portal station in FY 2014/15.

Table 2.7: UNRA Fort Portal Financial Performance in FY 2014/15

	Balance B/F from FY 2013/14, UGX Million	Total Receipts, FY 2014/15, UGX Million	Total Available Funds, FY 2014/15, UGX Million	Total Expenditures, FY 2014/15, UGX Million	Expenditure as % of Receipts	Expenditure as % of total available funds
Routine Manual Maintenance	114.17	587.09	701.26	702.21	119.6%	100.1%
Routine Mechanized maintenance by force account	462.32	2,377.30	2,839.62	2,165.36	91.1%	76.3%
Mechanical repairs	56.79	292.01	348.80	212.16	72.7%	60.8%
Maintenance of Bridges	21.78	112.00	133.78	134.31	119.9%	100.4%
Fuel	111.63	574.00	685.63	653.93	113.9%	95.4%
Operational costs	13.51	69.47	82.98	93.20	134.2%	112.3%
Others	28.30	145.53	173.83	104.49	71.8%	60.1%
Totals	808.498	4,157.40	4,965.90	4,065.66	97.8%	81.9%

ii) Physical Performance

Works implemented using force account included:

- i) Maintenance works on 14-bridges namely Kisege bridge on Kibuku - Rwebisengo road, Katokama bridge on Kijura road, Sogahe bridge on Kijura road, Nyakasura bridge, Dura bridge, Muzizi bridge, Kahombo bridge, Mpanga Bridge, Rwebisengo bridge, Mpara bridge, Kirumya bridge, Nyahuka bridge, Ndugutu bridge, and Lamia bridge.
- ii) Routine mechanised maintenance works on 19 roads totalling 461.5Km², which included some 6 roads totalling 195.6Km³ originally planned for term maintenance and 2 roads totalling 52Km⁴ originally planned for periodic maintenance.

It was noted that some roads were not receiving the planned intervention, which constitutes a change in work plan but which had not been communicated the Road Fund. The monitoring team visited some of the roads and made the respective observations shown in the Tables 2.8.

Table 2.8: UNRA – Fort Portal - Site observations on works implemented by force account, FY 2014/15

Sn	Road Name	Site Observations
1	Fort Portal – Bundibugyo road received routine maintenance (Contract for removal of land slide material)	Works done on the road included mainly routine manual maintenance and removal of land slide material at several sections. The monitoring team visited the works at Km 20 and observed that material along a section of about 200m had been cleared from the road surface and cart to spoil.
2.	Bukuku – Rubona (17Km) received routine maintenance (force account)	The road had been graded and spot gravelled in selected sections. The interventions were however not enough to substantially improve the condition of the road. Isolated pot holes, rocky surfaces, land slides across the carriageway, overgrown grass on the shoulders, broken culvert crossing, broken guardrails, and narrow sections were observed in different sections along the road. The road required to be planned for periodic maintenance to uplift its condition to a reasonable state.

² Fort Portal – Kyenjojo (50Km); Kyenjojo – Mubende boarder (64.5Km); Fort Portal – Rwimi (45.4Km); Itooyo – Sempaya (15Km); Bukuku – Rubona (17Km); Muhooti Army Barracks Access (6Km); Kigarama – Harubaho – Kitumba – Virika (13Km); Butiti PTTC Access (2Km); Busaru – Butoogo (13Km); Bubandi – Kahuka – Malindi (6Km); and Bubandi – Bundibugyo barracks – Butama HC (5Km)

³ Kakabara – Kafunjo – Katooke (46Km); Fort Portal – Bundibugyo (83.6Km); Bundibugyo – Lamia (19Km); Bisozi – Bihanga (15Km); Kamwenge Railway Access Road (2Km); and Fort Portal – Kijura Access Roads (30Km).

⁴ Ntandi – Kikyo – Bundibugyo (20Km); and Nyakigumba o Katebwa National Monument (7Km)

Sn	Road Name	Site Observations
3.	Fort Portal – Rwimi (45Km) <i>received routine maintenance</i>	The road received both routine manual and routine mechanised maintenance. Several new pothole patches and sections with well maintained grass and drains were observed along the road. The road was however heavily distressed with multiple pothole patches, heaving in several sections and road base failure in several sections. The road urgently required rehabilitation.



UNRA Fort Portal: Sections of Bukuku – Rubona road, which was worked on using force account.(R) A section affected by landslides which cutoff a section of the road.



UNRA Fort Portal: Sections of Fort Portal - Bundibugyo road, which experienced landslides that were removed using a mix of contracting and force account



UNRA Fort Portal: Sections of Fort Portal – Rwimi road, which was patched using force account.

2.3.3 Implementation Challenges

Implementation challenges at the station included:

- Delays in procurement of works planned for contracting, which created the need for unplanned intermediate interventions on some roads by force account;
- Scarcity of gravel in most of the districts covered by the station that created the need for gravel overhaul, which slowed progress of works and increased cost of the works;
- Mismatch between fuel allocations and funds released for civil works, which affected the smooth implementation of works.

2.3.4 Mainstreaming of Crosscutting Issues

The team was informed that HIV awareness was mainstreamed through sensitization of workers and communities on roads undergoing periodic maintenance. Environmental protection was being mainstreamed through activities like tree planting along the paved major roads and reinstatement of gravel borrow pits. Gender mainstreaming was being done through affirmative action by awarding additional points to women bidding for routine manual maintenance contracts. A total of 30 out of the 118 routine manual maintenance contractors under the station were women.

2.3.5 Key Issues UNRA station - Fort Portal

The key issues from the findings at the UNRA station in Fort Portal were as summarised in Table 2.9.

Table 2.9: Key Issues - UNRA Fort Portal

SN	Issue	Risk/Effect	Strategies for improvement
1.	Late downstream disbursement of funds leading to delays in implementation of works (Av. 32.9 days)	Failure to implement works as per the work plan	DAs should be cautioned and required to explain
2.	Delays in procurement of contract works leading to unplanned interventions by force account	Failure to implement planned works	UNRA should increase coverage of term maintenance contracts to reduce on the annual procurement work load
3.	Garnishing of funds totalling UGX 1.798bn by URA due non payment of WHT on Mukono – Katosi road	Failure to implement planned works	DA should be required to recoup the funds from their development budget
4.	Mismatch in quarterly release of funds for fuel, maintenance of equipment, and road works	Failure to implement planned works within the FY	UNRA should rationalize and match fuel allocation to funds released to stations
5.	Scarcity of gravel and other construction materials like hardcore stones, which leads to high construction costs	High unit cost of road maintenance	Use of alternative materials should be explored in the district/ region

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

3.1 DUCAR - BACKGROUND

District, Urban and Community Access Roads (DUCAR) make up 57,000km (inclusive of 1,100km of city roads under KCCA) which represents 73.1% of the entire road network in Uganda, broken down as 18,500km of district roads, 8,500km of urban roads, and 30,000km of community access roads. They are maintained by the respective local governments using funding from URF and to a limited extent using locally generated revenue. More than 40% of the DUCAR network is however beyond maintenance level and necessitates rehabilitation, which is carried out through a concerted effort of donor supported programmes like CAIIP, LRDP, KIIDP, U-Growth, DLSP, PRDP, NUREP, RSSP, NSADP, USMID, and RTI⁵; and GoU supported programmes coordinated by the MoWT, MoLG, MAAIF and OPM. The districts, to a limited extent, also utilize the non-conditional grants from the central government under the LGMSD Programme.

In FY 2014/15, road maintenance programmes under the DUCAR network had an approved annual budget allocation of UGX 146.440 billion funded through URF. Planned road maintenance activities on the DUCAR network included routine manual maintenance of 23,696km at an estimated cost of UGX 23.687bn; routine mechanized maintenance at 16,763km at an estimated cost of UGX 40.384bn; periodic maintenance of 2,438.1km at an estimated cost of UGX 30.424bn; road safety activities at an estimated cost of UGX 0.92bn; traffic studies and traffic lights reconfiguration at an estimated cost of UGX 2.05bn; equipment repairs at an estimated cost of UGX 0.45bn; culvert installation totalling 2,599 lines at an estimated cost of UGX 10.072bn; maintenance of bridges totalling 54no. at an estimated cost of UGX 0.854bn; and operational expenses estimated at UGX 9.601bn. Release of funds for DUCAR maintenance programme during FY 2014/15 amounted to UGX 156.440 billion, representing 106.8% of the approved annual budget. At the end Q4 FY 2014/15, the programme was monitored at eight selected agencies including Kalungu DLG, Mpigi DLG, Masaka MC, Entebbe MC, Kyegegwa DLG, Kyenjojo DLG, Kabarole DLG, and Fort Portal MC.

3.2 DUCAR - FINDINGS ON FINANCIAL AND PHYSICAL PERFORMANCE

The general performance of the selected DUCAR agencies at end of Q4 FY 2014/15 was as shown in Table 3.1, where it can be seen that the overall performance of the DUCAR roads maintenance programme was rated at 95.2% and varied from 82.8% in Fort Portal MC to 100% in Kalungu district and Entebbe MC.

Physical performance against planned works was rated at 91.5% and varied from 66.3% in Fort Portal MC to 100% in Kalungu district and Entebbe MC.

Financial performance of the local governments, in terms of absorption of released funds, was rated at 99% and varied from 95.6% in Kyenjojo district to 100.3% in Kyegegwa district.

⁵ CAIIP: Community Agricultural Infrastructure Improvement Programme; LRDP: Luwero Rwenzori Development Programme; KIIDP: Kampala Institutional and Infrastructure Development Programme; DLSP: District Livelihood Support Programme; PRDP: Peace Recovery and Development Programme; NUREP: Northern Uganda Rehabilitation Programme; RSSP: Road Sector Support Programme; RTI: Rural Transport Infrastructure; LGMSDP: Local Government Management and Service Delivery Programme; NSADP: Northwest Agricultural Smallholders Programme; USMID: Uganda Support to Municipal Infrastructure Development; OPM: Office of the Prime Minister; MAAIF: Ministry of Agriculture, Animal Industry and Fisheries; MoLG: Ministry of Local Government; MoWT: Ministry of Works and Transport

Table 3.1: Physical and Financial Performance of the DUCAR Agencies Monitored, Q4 FY 2014/15

Agency	Performance Rating (%)		
	Physical Performance	Financial Performance	Overall Performance
Kalungu DLG	100	100	100
Mpigi DLG	94.5	97.3	95.9
Masaka MC	89.7	99.7	94.7
Entebbe MC	100	100	100
Kabarole DLG	97.6	99.6	98.6
Fort Portal MC	66.3	99.3	82.8
Kyenjojo DLG	100	95.6	97.8
Kyegegwa DLG	83.7	100.3	92.0
Average Performance DUCAR	91.5	99	95.2

3.3 KALUNGU DLG

3.3.1 Background

The district had a total road network of 378.6km of district roads on which planned maintenance activities were based in FY 2014/15 with a total annual road maintenance budget of UGX 453,255 million, under the Uganda Road Fund (URF). In addition, the district had 2 town councils with a total annual budget of UGX 230,273 million and 4 sub-counties with a total annual budget of UGX 55,302 million. Road maintenance works planned under Kalungu district and its sub-agencies for implementation in FY 2014/15 were as shown in Table 2.18. It can be seen from Table 3.2 that a total of 294.2 km was planned to receive routine manual maintenance while a total of 149.6 km was planned to receive routine mechanized maintenance with a total budget of UGX 738,829 million.

Table 3.2: Kalungu DLG Roads Maintenance Programme - Annual Work Plan, FY 2014/15

Name of DA/SA	Annual Budget FY 2014/15 (UGX)	Routine Manual Maintenance (km)	Routine Mechanized Maintenance (km)	Periodic Maintenance (km)	Remarks
Kalungu District	453,254,531	245	117	Nil	
Kalungu TC	114,496,306	22.2	7.6	Nil	
Lukaya TC	115,776,863	27	5	Nil	
Kalungu CARs	55,301,684	Nil	20	Nil	4 Sub-counties
Total	738,829,385	294.2	149.6	Nil	

The monitoring team visited Kalungu district and Kalungu TC, from where the findings were as follows:

3.3.2 Kalungu district roads

Under URF funding, planned maintenance activities in FY2014/15 included routine manual maintenance of 245km and routine mechanized maintenance of 117km. All the works were planned to be done using force account in line with the prevailing policy guidelines.

i) Financial Performance

At the time of the monitoring field visits done on 17 August 2015, the district local government had received a total of UGX 738.829 million (100% of IPF) of which UGX 453.255 million (61.3% of funds received) was transferred to district roads, UGX 230.273 million (31.2% of funds received) was transferred to town council roads, and UGX 55.301 million (7.5% of funds received) was transferred to community access roads. The total expenditure on district roads was UGX 453.255 million (100% of funds released) of which expenditure on routine manual maintenance was UGX 60.261 million (13.3% of funds released); expenditure on routine mechanized maintenance works was UGX 262.692 million (58.0% of funds released); expenditure on equipment repairs and maintenance was UGX 110.225 million (24.3% of funds released); and operational expenses were UGX 20.076 million (4.4% of funds released). Table 3.3 shows the performance of releases to Kalungu district at the time of monitoring.

Table 3.3: Performance of Releases for Kalungu District Roads Maintenance, Q1-4 FY 2014/15

Item	Q1	Q2	Q3	Q4	Remarks
% of annual road maintenance budget released by MoFPED	25%	50%	71.2%	100%	Cumulatively
Date of MoFPED release to URF	10-Jul-14	23-Oct-14	27-Jan-15	28-Apr-15	
% of District LG budget released by URF	23.1%	53.7%	70.7%	100.0%	Cumulatively
Date of URF release to District LG	15-Jul-14	28-Oct-14	28-Jan-15	5-May-15	
% of District roads annual budget released from Gen. Fund Account to works department	23.1%	53.7%	70.7%	100.0%	Cumulatively
Date of release to works department	06-Aug-14	11-Nov-14	09-Feb-15	20-May-15	
Delay from start of quarter	36	41	39	49	41.3 Calendar days Av.
Delay from date of URF release	22	14	12	15	15.8 Calendar days Av.

From Table 3.3, it can be seen that albeit all the money disbursed by URF was transferred intact to the works department, there was an appreciable delay in effecting the transfers to an extent of 15.8 calendar days Av. from date of URF release.

ii) Physical Performance

The work plan for FY 2014/15 was progressed as follows: routine manual maintenance was undertaken to an extent of 245km (100% of what was planned) and routine mechanized maintenance was undertaken to an extent of 117km (100% of what was planned). Some routine mechanized maintenance works that were undertaken in FY 2014/15 are as depicted in photographs in Figure 3.1.



Kalungu District: Kaliro-Nabutangwa-Bwasandeku road (11.4km) that underwent Swamp filling on an 800m section under routine mechanized maintenance



Kalungu District: A gravel borrow pit for swamp filling of an 800m section on Kaliro-Nabutangwa-Bwasandeku road (11.4km)

Figure 3.1: Photographs in Kalungu District

iii) Implementation Challenges

Implementation challenges at the district included:

- The 4.5% of IPF (excluding mechanical imprest) cap on operational expenses was dismal and as such curtailing ancillary activities to road maintenance like DRC operations, level of supervision of road maintenance works, inter alia.
- Weak road maintenance equipment characterized by frequent breakdowns, high maintenance costs, and recurrent need to hire from the open market.
- Persistent difficulty in attracting and retaining road gangs at a monthly wage rate of UGX 100,000 exacerbated by requirement to only recruit labourers with own tools.
- Critical understaffing in the works department as the Ag. District Engineer was only being supported by an Asst. Engineering Officer (mechanical).

iv) Mainstreaming of Crosscutting Issues

The monitoring team was informed that the works department was mainstreaming environmental issues through restoration of gravel borrow pits after exploitation for gravel. Gender issues were being mainstreamed through equitable allocation of road sections for RMM whereby women were allocated road sections with lighter bush. HIV/AIDS issues were being mainstreamed by putting an HIV/AIDS message on billboards placed at the beginning and end of roads maintained.

3.3.3 Key Issues Kalungu DLG

The key issues from the findings in Kalungu DLG were as summarized in Table 3.4.

Table 3.4: Key issues from findings in Kalungu DLG, Q1-4 FY 2014/15

S/N	Finding	Risk/Effect	Strategies for improvement
1.	The 4.5% of IPF (excluding mechanical imprest) cap on operational expenses was dismal and as such curtailing ancillary activities to road maintenance like DRC operations, level of supervision of road maintenance works, inter alia	A risk of mischarge of expenditure whereby funds meant for actual maintenance works are reallocated to ancillary activities	URF should rationalize the cap on operational expenses to fully accommodate DRC expenses and all other operational costs
2.	Weak road maintenance equipment characterized by frequent breakdowns, high maintenance costs, and recurrent need to hire from the open market	A risk of spiraling road maintenance costs	MoWT should expedite procurement of heavy force account equipment from Japan
3.	Persistent difficulty in attracting and retaining road gangs at a monthly wage rate of UGX 100,000 exacerbated by requirement to only recruit labourers with own tools.	A risk of failure to undertake all the planned RMM works	MoWT should revise the force account guidelines to rationalize all components of the force account scheme that are constraining operations

3.3.4 Kalungu Town Council Roads

Under URF funding, planned maintenance activities in FY2014/15 included routine manual maintenance of 22.2km and routine mechanized maintenance of 7.6 km. All the works were planned to be done using force account in line with the prevailing policy guidelines.

i) Financial Performance

At the time of the monitoring field visit done on 18 August 2015, Kalungu TC had received a total of UGX 114.496 million (100% of IPF) of which UGX 114.496 million had been spent. Table 3.5 shows the performance of releases to Kalungu TC in Q1-4 FY 2014/15.

Table 3.5: Performance of Releases to Kalungu TC, FY 2014/15

Item	Q1	Q2	Q3	Q4	Remarks
% of annual road maintenance budget released by MoFPED	25%	50%	71.2%	100%	Cumulatively
Date of MoFPED release to URF	10-Jul-14	23-Oct-14	27-Jan-15	28-Apr-15	
% of District LG budget released by URF	23.1%	53.7%	70.7%	100.0%	Cumulatively
Date of URF release to District LG	15-Jul-14	28-Oct-14	28-Jan-15	5-May-15	
% of TC annual budget released from Gen. Fund Account to TC	23.1%	53.7%	70.7%	100.0%	Cumulatively
Date of release to TC	12-Aug-14	12-Nov-14	12-Feb-15	25-May-15	
Delay from start of quarter	42	42	42	54	45 Calendar days Av.
Delay from date of URF release	28	15	15	20	19.5 Calendar days Av.

ii) Physical Performance

Implementation of the work plan for FY 2014/15 had been progressed as follows: routine manual maintenance had been undertaken to an extent of 22.2km (100% of what was planned); routine mechanized maintenance had been undertaken to an extent of 6.1km (80.3% of what was planned); and periodic maintenance had not been undertaken as it was not planned for in FY 2014/15. Some of the photographs of routine mechanized maintenance works undertaken are depicted in Figure 3.2.



kalungu TC: Batesta road (3.0km) that had been widened to a road from a track under periodic maintenance. Community resistance was experienced during widening of the road and directing of offshoots into community land.



Kalungu TC: An HIV/AIDS message on a billboard at the beginning of Batesta road (3.0km)

Figure 3. 2: Photographs in Kalungu Town

iii) Implementation Challenges

Implementation challenges identified in Kalungu TC included:

- Inadequate equipment as the TC didn't even have a grader – It was sharing with the district.
- Critical understaffing as the Ag. Town Engineer was working solo without an assistant.
- Apparent delays in receipt of road maintenance funds from URF due to the protracted disbursement chain involving flow of funds to the district general fund account before eventual release to the TC.
- The 4.5% of IPF (excluding mechanical imprest) cap on operational expenses was profoundly curtailing ancillary activities to the road maintenance programme.

3.4 MPIGI DLG

3.4.1 Background

The district had a total road network of 224km of district roads on which planned maintenance activities were based in FY 2014/15 with a total annual road maintenance budget of UGX 492.784million, under the Uganda Road Fund (URF). In addition, the district had 1 town council with a total annual budget of UGX 181.469 million and 6 sub-counties with a total annual budget of UGX 57.782 million. Road maintenance works planned under Mpigi district and its sub-agencies for implementation in FY 2014/15 were as shown in Table 3.6. It can be seen from

Table 3.6 that a total of 174.2km was planned to receive routine manual maintenance, 114.2km was planned to receive routine mechanized maintenance, while a total of 4.1km was planned to receive periodic maintenance with a total budget of UGX 732.033 million.

Table 3.6: Mpigi DLG Roads Maintenance Programme - Annual Work Plan, FY 2014/15

Name of DA/SA	Annual Budget FY 2014/15 (UGX)	Routine Manual Maintenance (km)	Routine Mechanized Maintenance (km)	Periodic Maintenance (km)	Remarks
Mpigi District	492,783,733	85.6	77.3	4.1	
Mpigi TC	181,468,569	55.1	18.9	Nil	
Mpigi CARs	57,781,670	33.5	18.0	Nil	6 Sub-counties
Total	732,033,973	174.2	114.2	4.1	

The monitoring team visited Mpigi district and Mpigi TC, from where the findings were as follows:

3.4.2 Mpigi district roads

Under URF funding, planned maintenance activities in FY2014/15 included routine manual maintenance of 85.6km, routine mechanized maintenance of 77.3km, and periodic maintenance of 4.1km. All the works were planned to be done using force account in line with the prevailing policy guidelines.

i) Financial Performance

At the time of the monitoring field visit done on 24 August 2015, the district local government had received a total of UGX 732.034 million (100% of IPF) of which UGX 492.784 million (67.3% of funds received) was transferred to district roads, UGX 181.469 million (24.8% of funds received) was transferred to town council roads, and UGX 57.782 million (7.9% of funds received) was transferred to community access roads. The total expenditure on district roads was UGX 479.463 million (97.3% of funds released) of which expenditure on routine manual maintenance was UGX 43.357 million (8.8% of funds released); expenditure on routine mechanized maintenance was UGX 283.880 million (57.6% of funds released); expenditure on periodic maintenance was UGX 38.242 million (7.8% of funds released); expenditure on mechanical repairs was UGX 83.883 million (17.0% of funds released); and operational expenses were UGX 30.101 million (6.1% of funds released). Table 3.7 shows the performance of releases to Mpigi district at the time of monitoring.

Table 3.7: Performance of Releases for Mpigi District Roads Maintenance, Q1-4 FY 2014/15

Item	Q1	Q2	Q3	Q4	Remarks
% of annual road maintenance budget released by MoFPED	25%	50%	71.2%	100%	Cumulatively
Date of MoFPED release to URF	10-Jul-14	23-Oct-14	27-Jan-15	28-Apr-15	
% of District LG budget released by URF	23%	53.9%	70.6%	100%	Cumulatively
Date of URF release to District LG	15-July-14	28-Oct-14	28-Jan-15	5-May-15	
% of District roads annual budget released from Gen. Fund Account to works department	23%	53.9%	70.6%	100%	

Item	Q1	Q2	Q3	Q4	Remarks
Date of release to works department	11-Aug-14	12-Nov-14	3-Mar-15	18-May-15	
Delay from start of quarter	44	42	61	47	48.5 Calendar days Av.
Delay from date of URF release	27	15	34	13	22.3 Calendar days Av.

From Table 3.7 it can be seen that albeit all the money disbursed by URF was transferred intact to the works department, there was an appreciable delay in effecting the transfers to an extent of 22.3 calendar days Av. from date of URF release.

ii) Physical Performance

The work plan for FY 2014/15 had been progressed as follows: routine manual maintenance had been undertaken to an extent of 52.8km (61.7% of what was planned); routine mechanized maintenance had been undertaken to an extent of 77.3km (100% of what was planned); and periodic maintenance had been undertaken to an extent of 4.1km (100% of what was planned). Only 10km (11.7% of the planned RMM) had been undertaken using road gangs whilst 42.8km (50% of the planned RMM) had been undertaken using graders due to absence of road gangs. The residual 32.8km (38.3% of planned RMM) was not undertaken as its budget was reallocated to swamp filling of a 1km section on Mbizzinya-Kumbya-Jajamba road (a 7km earth road that received RMeM) as emergency works. This was done after officially communicating to URF.

Some of the routine mechanized maintenance and periodic maintenance works undertaken in FY 2014/15 can be seen in photographs in Figure 3.3.



Mpigi District: A 1km swamp section on Mbizzinya-Kumbya-Jajamba road (7km) that had been filled as an emergency

Mpigi District: Nkozi-Kasse road (4.1km) that had had been gravelled under periodic maintenance

Figure 3.3: Photographs in Mpigi District

iii) Implementation Challenges

Implementation challenges at the district included:

- Old equipment characterized by frequent mechanical breakdowns thence increasing road maintenance costs.
- Low wage rate of UGX 100,000 per month which was impeding attraction and retention of labourers to constitute road gangs.

- Limited transport for supervision of road maintenance works as the district was relying on only one old pickup, one JMC received as part of Chinese equipment, and one motorcycle.

iv) Mainstreaming of Crosscutting Issues

The monitoring team was informed that the works department was mainstreaming environmental issues through restoration of gravel borrow pits after exploitation for gravel. Gender issues were being mainstreamed through encouraging women to apply in the adverts for road gangs that were placed at sub-county notice boards. HIV/AIDS issues were not yet being mainstreamed.

3.4.3 Key Issues Mpigi DLG

The key issues from the findings in Mpigi DLG were as summarized in Table 3.8.

Table 3.8: Key issues from findings in Mpigi DLG, Q1-4 FY 2014/15

S/N	Finding	Risk/Effect	Strategies for improvement
1	Old equipment prone to frequent mechanical breakdowns	Spiralling road maintenance costs	MoWT should expedite procurement of additional force account equipment from Japan
2	Low wage rate of UGX 100,000 per month for road gang members that was making it difficult to attract and retain road gangs	Failure to undertake all the planned RMM works	MoWT should revise the force account guidelines to rationalize all components of the force account scheme that are constraining operations
3	Inaccuracies in accountability reports submitted to URF. E.g. outturn for RMM and closing balance at end of FY 2014/15 were misreported.	Misrepresentation of performance	DA should be cautioned to ensure that all quarterly accountability reports are double checked for errors before submission to URF

3.4.5 Mpigi Town Council Roads

Under URF funding, planned maintenance activities in FY2014/15 included routine manual maintenance of 55.1km and routine mechanized maintenance of 18.9km. All the works were planned to be done using force account in line with the prevailing policy guidelines.

i) Financial Performance

At the time of the monitoring field visit done on 25 August 2015, Mpigi TC had received a total of UGX 181.469 million (100% of IPF) of which UGX 181.468 million had been spent. Table 3.9 shows the performance of releases to Mpigi TC in Q1-4 FY 2014/15.

Table 3.9: Performance of Releases to Mpigi TC, FY 2014/15

Item	Q1	Q2	Q3	Q4	Remarks
% of annual road maintenance budget released by MoFPED	25%	50%	71.2%	100%	Cumulatively
Date of MoFPED release to URF	10-Jul-14	23-Oct-14	27-Jan-15	28-Apr-15	
% of District LG budget released by URF	23%	53.9%	70.6%	100%	Cumulatively

Item	Q1	Q2	Q3	Q4	Remarks
Date of URF release to District LG	15-July-14	28-Oct-14	28-Jan-15	5-May-15	
% of TC annual budget released from Gen. Fund Account to TC	23%	53.9%	70.6%	100%	
Date of release to TC	13-Aug-14	24-Nov-14	9-Mar-15	15-June-15	
Delay from start of quarter	43	54	67	75	59.8 Calendar days Av.
Delay from date of URF release	29	27	40	41	34.3 Calendar days Av.

ii) Physical Performance

Implementation of the work plan for FY 2014/15 had been progressed as follows: routine manual maintenance had been undertaken to an extent of 55.1km (100% of what was planned); and routine mechanized maintenance had been undertaken to an extent of 18.9km (100% of what was planned). Some of the photographs of routine mechanized maintenance works undertaken are depicted in Figure 3.4.



Mpigi TC: A billboard with a message on HIV/AIDS at the beginning of Kalagala-Nseke road (4.3km)



Mpigi TC: A spot graveled section on Kalagala-Nseke road (4.3km) under RMeM

Figure 3.4: Photographs in Mpigi Town

iii) Implementation Challenges

Implementation challenges identified in Mpigi TC included:

- Inadequate equipment as the TC only had a tipper truck that was given to it by the district.
- Critical understaffing as the Ag.Town Engineer was working solo without an assistant.
- A low wage rate of UGX 100,000 per month for road gang workers that was impeding attraction and retention of labourers to undertake RMM.

3.5 MASAKA MUNICIPAL COUNCIL

3.5.1 Background

Masaka Municipal Council had a total road network of 156km of roads on which planned maintenance activities for FY 2014/15 were based.

3.5.2 Masaka Municipal Roads

The total annual road maintenance budget for Masaka municipal roads was UGX 1,156.790 million, under the Uganda Road Fund (URF). The planned works include routine manual maintenance of 19.2km at a cost of UGX 31.396 million; routine mechanized maintenance of 24.3km at a cost of UGX 152.034 million; periodic maintenance of 4.8 km at a cost of UGX 840.360 million; and other qualifying works and operational expenses at a cost of UGX 133 million. All the works were planned to be implemented by force account in line with the prevailing policy guidelines.

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

i) Financial Performance

At the time of the monitoring field visit done on 19 August 2015, the municipal council had received a total of UGX 1,156.785million (100% of IPF) of which UGX 1,152.406 million had been expended. Expenditures were comprised of UGX 21.348 million (1.8% of funds released) on payment for routine manual maintenance works; UGX 118.186 million (10.2% of funds released) on payment for routine mechanized maintenance works; UGX 898.256 million (77.7% of funds released) on payment for periodic maintenance works; UGX 68.595 million (5.9% of funds released) on payment for equipment maintenance and repairs; and UGX 47.022 million (4.1% of funds released) on payment for other qualifying works and operational costs. Table 3.10 shows the performance of releases to Masaka MC at the time of monitoring.

Table 3.10: Performance of Releases to Masaka MC, FY 2014/15

Item	Q1	Q2	Q3	Q4	Remarks
% of annual road maintenance budget released by MoFPED	25%	50%	71.2%	100%	Cumulatively
Date of MoFPED release to URF	10-Jul-14	23-Oct-14	27-Jan-15	28-Apr-15	
% of MC budget released by URF	25%	50%	71%	100%	Cumulatively
Date of URF release to MC	15-Jul-14	28-Oct-14	28-Jan-15	5-May-15	
% of MC annual budget released from Gen. Fund Account to works department	25%	50%	71%	100%	Cumulatively
Date of release to works department	20-Aug-14	06-Nov-14	24-Mar-15	22-May-2015	
Delay from start of quarter	50 days	36 days	82 days	51 days	54.8 Calendar days Av.
Delay from date of URF release	8 days	20 days	55 days	17 days	25 Calendar days Av. Calendar days

It can be seen from Table 3.10 that albeit all the funds disbursed by URF were transferred intact to the works department of Masaka MC, there were appreciable delays in effecting the transfers especially in Q3 FY 2014/15 due to change of bank account of the municipal council during that time period.

ii) Physical Performance

The work plan for FY 2014/15 had been progressed as follows: routine manual maintenance had been undertaken to an extent of 19.2km (100% of what was planned); routine mechanized maintenance had been undertaken to an extent of 24.3km (100% of what was planned); and periodic maintenance had been undertaken to an extent of 4.2km (87.5% of what was planned). The monitoring team visited some of the routine mechanized and periodic maintenance works that had been undertaken in FY 2014/15 of which sample photographs are depicted in Figure 3.5.



Masaka MC: Ssenyange road (0.7km) that had been resealed to an extent of 0.4km under periodic maintenance



Masaka MC: A section on Elgin Street road (0.7km) that had received pothole patching under routine mechanized maintenance

Figure 3.5: Photographs in Masaka Municipality

iii) Implementation Challenges

Implementation challenges in the municipal council included:

- Lack of a complete road unit as the municipal council was missing key equipment like a vibratory roller and water bowser for compaction works.
- Reintroduction of VAT effective 1st July 2014 negatively affected the outturn of planned maintenance works as money that would have been used to acquire key resource inputs like bitumen, stone chippings, lime, culvers, and hired equipment was reduced to cater for VAT.
- Difficulty in attracting and retaining road gangs due to the low wage rate of UGX 100,000 per month.
- Enrollment on IFMIS in Q3 FY 2014/15 introduced enormous delays in transaction of business like payment of suppliers which prompted the MC to shift its bank account from Barclays to Bank of Africa which was more acclimatised to IFMIS procedures.

iv) Mainstreaming of Crosscutting Issues

The monitoring team was informed that the works department of the municipal council was mainstreaming environmental issues by watering during road works to reduce dust emissions. Gender issues were being mainstreamed by encouraging female applicants right at the stage of flashing adverts for road gangs. HIV/AIDS issues were being mainstreamed by including a message on HIV/AIDS on some of the billboards placed at the beginning and end of roads being maintained.

3.5.3 Key Issues Masaka MC

The key issues from the findings in Masaka MC were as summarized in Table 3.11.

Table 3.11: Key Issues from findings in Masaka MC, Q1-4 FY 2014/15

S/N	Finding	Risk/Effect	Strategies for improvement
1.	Lack of a complete road unit as the municipal council was missing key equipment like a vibratory roller and water bowser for compaction works	Increased cost of road maintenance due to hire of equipment from the open market	MoWT should expedite process of procuring additional force account equipment from Japan
2.	Difficulty in attracting and retaining road gangs due to the low wage rate of UGX 100,000 per month	A risk of failure to undertake all the planned RMM works	MoWT should revise the force account guidelines to rationalize all components of the force account scheme that are constraining operations
3.	Reintroduction of VAT in FY 2014/15 was significantly curtailing the outturn of road maintenance works	Reduced kilometers of roads maintained	MoFPED should consider re-banning VAT on supplies for road projects

3.6 ENTEBBE MUNICIPAL COUNCIL

3.6.1 Background

Entebbe Municipal Council had a total road network of 105km of roads on which planned maintenance activities for FY 2014/15 were based.

3.6.2 Entebbe Municipal Roads

The total annual road maintenance budget for Entebbe municipal roads was UGX 1,594.44 million, under the Uganda Road Fund (URF). The planned works include routine manual maintenance of 28.0km at a cost of UGX 132.6 million; routine mechanized maintenance of 21.0km at a cost of UGX 190.586 million including installation of street lights; periodic maintenance of 2km at a cost of UGX 1,155 million including drainage; and other qualifying works and operational expenses at a cost of UGX 116.254 million. All the works were planned to be implemented by force account in line with the prevailing policy guidelines.

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

i) Financial Performance

At the time of the monitoring field visit done on 26 August 2015, the municipal council had received a total of UGX 1,594.44 million (100% of IPF) of which UGX 1,594.44 million had been expended. Expenditures were comprised of UGX 132.6 million (8.3% of funds released) on payment for routine manual maintenance works; UGX 90.586 million (5.7% of funds released) on payment for routine mechanized maintenance works; UGX 1,055 million (66.2% of funds released) on payment for periodic maintenance works; UGX 85 million (5.3% of funds released) on payment for mechanical repairs; and UGX 231.254 million (14.5% of funds released) on payment for other qualifying works and operational costs. Table 3.12 shows the performance of releases to Entebbe MC at the time of monitoring.

Table 3.12: Performance of Releases to Entebbe MC, FY 2014/15

Item	Q1	Q2	Q3	Q4	Remarks
% of annual road maintenance budget released by MoFPED	25%	50%	71.2%	100%	Cumulatively
Date of MoFPED release to URF	10-Jul-14	23-Oct-14	27-Jan-15	28-Apr-15	
% of MC budget released by URF	25%	50%	71%	100%	Cumulatively
Date of URF release to MC	15-Jul-14	28-Oct-14	28-Jan-15	5-May-15	
% of MC annual budget released from Gen. Fund Account to works department	25%	50%	71%	100%	Cumulatively
Date of release to works department	22-Jul-14	31-Oct-14	9-Feb-15	12-May-15	
Delay from start of quarter	21	30	39	41	32.8 Calendar days Av.
Delay from date of URF release	7	3	12	7	7.3 Calendar days Av.

As shown in Table 3.12, the municipal council remitted all the quarterly releases to the works department in their entirety. The longest time lag in transfer of funds was encountered in Q3 FY 2014/15 when the MC shifted from a manual financial management system to IFMS. There was a 10 day delay in transferring funds received on the general fund account on 30 Jan. 2015 to the works department account on 9 Feb. 2015.

ii) Physical Performance

The work plan for FY 2014/15 had been progressed as follows: routine manual maintenance had been undertaken to an extent of 28km (100% of what was planned); routine mechanized maintenance had been undertaken to an extent of 21km (100% of what was planned); and periodic maintenance had been undertaken to an extent of 2km (100% of what was planned). The monitoring team visited some of the routine mechanized maintenance and periodic maintenance works undertaken in FY 2014/15 of which sample photographs are depicted in Figure 3.6.



Entebbe MC: A 1km section on Sewabuga road (2km) that had been resealed (single surface dressing) under periodic maintenance



Entebbe MC: Kitoro road (1km) that had received pothole patching under routine mechanized maintenance

Figure 3.6: Photographs in Entebbe Municipality

iii) Implementation Challenges

Implementation challenges in the municipal council included:

- A low wage rate of UGX 100,000 per month was constraining attraction and retention of road gang workers.
- Lack of a complete road unit as the municipal council received only one grader, one tractor-trailer, and one pedestrian roller. It was still missing a vibratory roller, chip spreader, and a water bowser as key equipment.
- Re-introduction of VAT(18%) on all materials for road projects at the beginning of FY 2014/15 augmented the already existing tax burden of withholding tax (6%) curtailing the outturn of road maintenance activities.
- Absence of a fully-fledged material testing lab for road materials like bitumen, lime, stone chippings, culverts, inter alia within the municipality was impeding quality control tests on the aforementioned materials.

iv) Mainstreaming of Crosscutting Issues

The monitoring team was informed that the works department of the municipal council was mainstreaming environmental issues by tree planting in the road reserves. Gender issues were being mainstreamed by encouraging female applicants right at the stage of flashing adverts for road gangs and allocating lighter tasks to women (e.g. sweeping in the place of grass cutting) during implementation of RMM works. HIV/AIDS issues were being mainstreamed by including a message on HIV/AIDS on some of the billboards placed at the beginning and end of roads maintained.

3.6.3 Key Issues Entebbe MC

The key issues from the findings in Entebbe MC were as summarized in Table 3.13.

Table 3.13: Key Issues from findings in Entebbe MC, Q1-4 FY 2014/15

S/N	Finding	Risk/Effect	Strategies for improvement
1.	Lack of a complete road unit as the municipal council was missing key equipment like a vibratory roller, chip spreader, and water bowser.	A risk of value loss through shoddy work	MoWT should expedite process of procuring additional equipment from Japan
2.	Difficulty in attracting and retaining road gangs due to the low wage rate of UGX 100,000 per month	A risk of not undertaking all the planned RMM works	MoWT should revise the force account guidelines to tease out and rationalize all components constraining operations of the force account scheme
3.	Re-introduction of VAT at the beginning of FY 2014/15 on all materials for road projects was curtailing the outturn of road maintenance works	Reduced kilometers of roads maintained	MoFPED should consider re-banning VAT on inputs for road projects to contain the growing road maintenance backlog

3.7 KABAROLE DISTRICT LOCAL GOVERNMENT

3.7.1 Introduction

The district had a total road network of 262 Km of district roads however planned maintenance activities were based on 255.9Km in FY 2014/15, with a total annual road maintenance budget of UGX 652.5 million, under the Uganda Road Fund (URF). In addition, the district had 15 sub-counties with a total annual budget of UGX 83,729 million.

3.7.2 Kabarole district roads

Under URF funding, planned maintenance activities in FY2014/15 included routine mechanised maintenance of 118.8Km⁶; manual routine maintenance of 255.9Km; and maintenance of one bridge on Kabegira – Kirere road. This was as per the revised work plan submitted to URF which was different from the one in the performance agreement. The changes involved removal of planned maintenance of a bridge on Buhesi – Kabata road and increment of routine mechanised maintenance from 99.8Km to 118.8Km. All the works were planned to be done using force account in line with the prevailing policy guidelines.

i) Financial Performance

At the time of the monitoring field visit done on 29th – 30th Jul 2015, the district had received a total of UGX 1.356 billion (100% of IPF) of which UGX 652.5 million (100% annual budget) was for district roads, UGX 620.2 million (100% of budget) for the 6 town councils and UGX 83.7 million (100% of annual budget) for community access roads. Total expenditures at the at the district at end of Q4 amounted to UGX 650.2 million representing 99.6% of releases for districts roads. Remittances to the sub-agencies on average took 7 days for sub-counties and 7.8 days for the Town Councils. Table 3.14 shows the performance of releases to Kabarole DLG at the time of monitoring.

Table 3.14: Performance of Releases for Kabarole District Roads Maintenance, FY 2014/15

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25%	50%	71.0%	100.0%	Cumulatively
Date of MFPED release	10 Jul 2014	23 Oct 2014	27 Jan 2015	28 Apr 2015	
% of annual Budget released by URF (Cumulatively)	25.0%	50.0%	66.8%	100.0%	
Date of URF release	30 Sep 2014	29 Oct 2014	30 Jan 2015	7 May 2015	
% of annual Budget released from Gen. Fund Account to works department	23.5%	53.1%	70.7%	100.0%	
Date of release to works dept	3 Oct 2014	5 Nov 2014	9 Feb 2015	22 May 2015	
Delay from start of quarter	94 days	34 days	39 days	51 days	54.8 Calendar days Av.
Delay from date of URF release	3 days	7 days	10 days	15 days	8.8 Calendar days Av.

ii) Physical Performance

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

- Routine manual maintenance on 255.9Km but with differing number of interventions from road to road; and
- Routine mechanised maintenance on 114.5Km⁷ representing 95.5% of planned.

Works on community access roads were yet to commence. The monitoring team visited some of the works and made the observations shown in Table3.15:

⁶ Buheesi – Kabata (8Km); Kiburara – Orubanza (6Km); Isunga – Rwankenzi (8Km); Kichwamba – Kiburara (10Km); Kicucu – Lyamabwa (7.3Km); Kaboyo – Kazingo (3Km); Butebe – Mugusu (8Km); Kinyankende – Buheesi (5Km); Nsura – Kibata (4Km); Kakoogo – Kasunganyanja (6Km); Nyabukara – Harugongo (7Km); Geme – Katojo (4Km); Kinyankende – Mugusu (6Km); Iboroga – Bukorakole (3.5Km); Kaina – Mujunju (6Km); Kahangi – Mbagani (7Km); Kisomoro – Bunaiga (1Km); Rutete – Rweihamba (4Km); Kasusu – Kimuhonde (9Km); and Kasusu – Mugusu (6Km).

Table 3.15: Kabarole DLG - Site observations on works implemented under the FY 2014/15 work plan

Sn	Road Name	Site Observations
1.	Nyabukara - Harugongo (7.1Km) <i>undergoing routine mechanised maintenance</i>	The road had been graded to formation, however it was quickly deteriorating due to heavily loaded traffic of trucks with gypsum rocks. A galley had formed across the road at o+200 and the road had several sections with potholes, spot failures and poor drainage. The length of the road was measured to be 6.5Km under the district and 0.6Km under Fort Portal Municipal Council.
2.	Kahangi – Mbagani (7Km) <i>undergoing routine mechanised maintenance</i>	The road had been graded to formation and gravelled in selected spots. The road was however narrow with an average width of 4.5Km, and had overgrown grass across the shoulders and side drains. There was no evidence of routine manual maintenance along the road.
3.	Wakaberege Bridge on Kabegira – Kirere road <i>undergoing periodic maintenance</i>	The works included replacement of the timber deck with a concrete deck, installation of guard rails and strengthening of the main beams with 2no I-beams. The bridge had a span of 6m and width of 5m. The works had been completed and well done, visually.



Kabarole DLG: Graded sections of Kahangi - Mbagani road (L); and Graded Sections of Kiburara – Orubanza road (C) and (R)



Kabarole DLG: Graded Sections of Kichwamba – Kiburara road (L) and (C); and A section of Nyabukara – Harugongo road (R) which had developed a deep galley across the road



Kabarole DLG: Graded sections of Nyabukara – Harugongo road which had been damaged by rain due to poor drainage along the road (L) and (C); and (R) newly constructed bridge decking and guardrails on Wakaberege Bridge.

Figure 3.7: Photographs in Kabarole District

iii) Implementation Challenges

Implementation challenges at the district included:

- Insufficient equipment for force account works as the distributed equipment did not have a roller and a water bowser, which are critical in grading and gravel works;
- Weak equipment from China, which have frequent breakdowns and therefore high maintenance costs;
- The approved wages for road gangs is too low to attract sufficient young and energetic workers. This was aggravated by the requirement for them to provide own tools;
- Difficulty in following PPDA guidelines in the procurement of construction inputs like gravel;
- Difficulty in sharing the available equipment with 6 town councils and 15 sub-counties;
- Scarcity of gravel in the district, which leads to long haulage distances and high construction costs.

3.7.3 Kibiito Town Council Roads

Under URF funding, planned maintenance activities in FY2014/15 included routine mechanised maintenance of 8.4Km⁸; periodic maintenance of 3.5Km⁹; routine manual maintenance of 30.7Km; and installation of 18m of culverts on selected roads. All the works were planned to be done using force account in line with the prevailing policy guidelines.

i) Financial Performance

At the time of the monitoring field visit done on 30th Jul 2015, Kibiito TC had received a total of UGX 110.59 million (100.0% of IPF) of which a total of UGX 112.57 million (101.8% of funds released) had been expended. Additionally, the Town Council received UGX 30.0 million for emergency works on Rwengwara – Mujunju road (3.3Km), all of which was expended during the FY. Table 3.16 shows the performance of releases to Kibiito TC at the time of monitoring.

Table 3.16: Performance of Releases to Kibiito TC, FY 2014/15

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25%	50%	71.00%	100.00%	Cumulatively
Date of MFPED release	10-Jul-14	23-Oct-14	27-Jan-15	28-Apr-15	
% of annual Budget released by URF (Cumulatively)	25.00%	50.00%	66.80%	100.00%	Cumulatively
Date of URF release	30-Sep-14	29-Oct-14	30-Jan-15	7-May-15	
% of annual Budget released by DLG to Kibiito TC	25.0%	50.0%	71.0%	100.0%	
Date of release to Kibiito TC	3-Oct-14	5-Nov-14	6-Feb-15	21-May-15	
Delay from start of quarter	94 days	35 days	36 days	50 days	Av. 53.8 days each quarter
Delay from date of URF release	3 days	7 days	7 days	14 days	Av. 7.8 days each quarter

ii) Physical Performance

All the planned works with the exception of culverts installation on selected roads had been completed. No explanation was however given as to why culvert installation had not been done yet the released funds had been expended. The monitoring team visited some selected roads where works had been done and made the observations in Table 3.17.

⁸ Joseph Mugenyi (1.1Km); Zeresire (0.9Km); Nyamugo (1.0Km); Kahwa Muhumuza (2.3Km); Kasinga (1.8Km); and Mudaki (1.3Km)

⁹ Abel Basaija (1.3Km); Abednego (1.2Km) and Adolf Mwesige (1.0Km)

Table 3.17: Kibiito TC - Site observations on works implemented under the FY 2014/15 work plan

Sn	Road Name	Site Observations
1.	Kahwa - Muhumuza road (2.3Km) received routine mechanised maintenance	Works done on the road included grading but without compaction. The road however had over grown grass across the carriageway with an average width of 4.0m. Only 1.0Km of the road was worked on as opposed to the 2.3Km planned and funded.
2.	Rwengwara – Mujunju road (2.5Km) worked on under emergency funding	Works done on the road included opening, grading and gravelling but without compaction. However only 1.7Km with 3.0m width had been graded and the gravel had been spread across a width of about 2.0m but was not compacted. Drainage works were also yet to be done.
3.	Abednego road (2.7Km) received routine mechanised maintenance	Works done on the road included grading of 1.2Km and gravelling of 0.8Km of the graded section but without compaction. The road was on average 4.0m. Drainage works were however yet to be done.



Kibiito TC: Opened and graded sections of Abednego road (L); Abel Basaiija road (C); and Adolf Mwesige road (R)



KibiitoTC: Opened and graded sections of Kahwa Muhumuza road (L); Nyamugo road (C); and Rwengwara – Mujunju road (R)

iii) Implementation Challenges

Implementation challenges identified in Kibiito TC included:

- Difficulty in accessing the force account equipment from the district, which has to be shared with the district and the sub-counties;
- Prolonged rainy season experienced in the area, which delayed implementation of planned works;
- High cost of maintenance of equipment (tipper, pickup and tractor), which renders the mechanical imprest insufficient;
- Scarcity of gravel and hardcore stones, leading to high haulage distances and high construction costs; and
- Low provision for road gangs in the issued guidelines, with only 12 people tending to 30.7Km.

3.7.1 Rwimi Town Council Roads

Under URF funding, planned maintenance activities in FY2014/15 included periodic maintenance of 6.3Km¹⁰; and routine manual maintenance of 30Km. The implemented work plan was however a revision from that in the performance agreement, in which planned works included routine manual maintenance of 38.1Km and routine mechanised maintenance of 9.3Km. All the works were planned to be done using force account in line with the prevailing policy guidelines.

i) Financial Performance

At the time of the monitoring field visit done on 30th Jul 2015, Rwimi TC had received a total of UGX 98.483 million (100.0% of IPF) of which a total of UGX 98.613 million (100.1% of funds released) had been expended. Table 3.18 shows the performance of releases to Rwimi TC at the time of monitoring.

Table 3.18: Performance of Releases to Rwimi TC, FY 2014/15

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25%	50%	71.00%	100.00%	Cumulatively
Date of MFPED release	10-Jul-14	23-Oct-14	27-Jan-15	28-Apr-15	
% of annual Budget released by URF (Cumulatively)	25.00%	50.00%	66.80%	100.00%	Cumulatively
Date of URF release	30-Sep-14	29-Oct-14	30-Jan-15	7-May-15	
% of annual Budget released by DLG to Rwimi TC	25.0%	50.0%	71.0%	100.0%	
Date of release to Rwimi TC	3-Oct-14	5-Nov-14	6-Feb-15	21-May-15	
Delay from start of quarter	94 days	35 days	36 days	50 days	Av. 53.8 days each quarter
Delay from date of URF release	3 days	7 days	7 days	14 days	Av. 7.8 days each quarter

ii) Physical Performance

Works that had been done at the time of the monitoring field visit included routine manual maintenance on all roads with the exception of 3 roads; and all periodic maintenance works. The monitoring team visited some selected roads where works had been done and made the observations in Table 3.19.

Table 3.19: Rwimi TC - Site observations on works implemented under the FY 2014/15 work plan

Sn	Road Name	Site Observations
1.	Kyebumba - Nyabweina road (2.8Km) <i>received periodic maintenance</i>	Works done on the road included grading of 2.6Km and gravelling of the entire graded section. The road was on average 5.0m and the riding surface had been well compacted and was in good shape. The road however required culverts in some sections and grass cutting along the shoulders and side drains.
2.	Gatyanga II - III (1.8Km) <i>received periodic maintenance</i>	Works done on the road included grading of 1.7Km and spot gravelling of selected sections. The road was on average 4.5m and had overgrown grass across the shoulders, side drains and carriageway in some sections.
3.	Excel - Kitebe road (2.1Km) <i>received periodic maintenance</i>	The road had been graded and spot gravelled in selected sections. The graded section was 2.3Km and on average the road was 4.5m wide. However the gravel placed on the road had not been compacted.

¹⁰ Kyabumba - Nyabwina (2.8Km); Gatyanga II Gatyanga III (1.5Km); and Excel Kitebe (2.0Km)



Rwimi TC: Sections of the graded and spot gravelled Excel – Kitebe road.



Rwimi TC: Sections of Gatyanga II road which received grading and spot gravelling. The shoulders had overgrown grass.



Rwimi TC: Sections of Kyeibumba – Nyabwina road which received periodic maintenance but was deteriorating fast due to poor routine maintenance

iii) Implementation Challenges

Implementation challenges identified in Rwimi TC included:

- Delays in implementation of planned works due to freezing of the works bank account by the CAO arising from accountability issues;
- Difficulty in accessing the force account equipment from the district, which has to be shared with the district and the sub-counties;
- Difficulty in hiring equipment for force account works;
- High cost of maintenance of equipment (tipper, pickup and tractor), which renders the mechanical imprest insufficient;

- Low provision for road gangs in the issued guidelines, compared to the road network size.
- High land acquisition costs, which leads to delays in implementation of works.

3.7.1 Rubona Town Council Roads

Under URF funding, planned maintenance activities in FY2014/15 included periodic maintenance of 4.5Km¹¹; and routine manual maintenance of 14.2Km. In addition, emergency works on Rubona – Bulegeya – Nyakinoni swamp were funded at a tune of UGX 33.0 million. All the works were planned to be done using force account in line with the prevailing policy guidelines. The monitoring team visited the emergency works funded in the town council and made the observations in Table 3.20.

Table 3.20: Rubona TC - Site observations on emergency works on Rubona – Nyakinoni swamp

Sn	Road Name	Site Observations
1	Rubona – Bulegeya – Nyakinoni swamp	Works done on the road included 0.7Km road opening to connect to Katebwa sub-county; grading to formation; spot gravelling of 0.4Km; 0.1Km swamp raising; and installation of 2-lines of 600mm diameter culverts. Other works included partial installation of a 900mm diameter culvert line on one half of the carriageway, and timber decking on the other half of the carriageway. The road was evidently being maintained by the road gangs. The impact of the road in creating/restoring connectivity was also visibly evident.



Rubona TC: Sections of Rubona – Bulegeya – Nyakinoni swamp, which was worked on using emergency funding.

3.7.2 Key Issues Kabarole DLG

The key issues from the findings in Kabarole DLG were as summarised in Table 3.21.

Table 3.21: Key issues from findings in Kabarole DLG, FY 2014/15

SN	Issue	Risk/Effect	Strategies for improvement
1.	Implementing PRDP works using equipment maintained by URF	High cost of mechanical repairs; duplicity in funding	Donor funded projects and programs should continue to be implemented using contracting as per section 5.7.1 of the Guidelines for the force account scheme
2.	Lack of records on management of resources and daily outputs in the force account operations	Failure to ensure adequate accountability	DA should be required to ensure proper record keeping in force account operations. Side by side MoWT should be requested to develop and issue a manual to guide DAs in the use of force account in road works.
3.	Misreporting of physical progress of works and inaccuracies in financial report submitted to URF	Misrepresentation of performance	Responsible officers should be cautioned and required to ensure improvements
4.	Insufficient equipment for routine mechanized	Poor quality works and faster deterioration of	Equip districts with water bowsers and vibratory rollers to complete the minimum set of equipment

¹¹ Burongo Kabaseke (1.4Km); Rubona Katulya (0.9Km); Rubona Burongo (1.0Km); and Butukuru – Mukyeya (1.2Km)

SN	Issue	Risk/Effect	Strategies for improvement
	and periodic maintenance	roads	
5.	Late commencement of works – routine mechanized maintenance essentially commenced in Q3 and works on the community access roads were yet to commence.	Failure to implement planned works	DA should be advised to use framework contracts and to commence procurement of inputs in good time to enable commencement of works in Q1.
6.	Excessive delays in remittance of funds for maintenance of CARs – 76 days from date of URF releases	Failure to implement planned works	DA should be cautioned and advised to desist from such avoidable delays in future.
7.	Lack of participation of MPs in DRC operations and apparent conflict in functions of DRCs and local councils	Poor functionality of DRCs	Expedite the issuance of DRC operations and sensitize MPs on their roles on DRCs Consider co-opting of works sector committee chairpersons at DRCs
8.	Lack of trained equipment operators and limitations on recruitment	Poor quality works and high unit cost of works	Coordinate with MoWT to Streamline the recruitment and training of operators
9.	Difficulty in accessing zonal equipment which leads to use of costly hired equipment	Increased unit costs	Pursue the quick completion of equipping of the force account policy
10.	Long turnaround time for equipment referred to regional mechanical workshops	Failure to implement planned works	Coordinate with MoWT to improve funding and operations of regional mechanical workshops
11.	Difficulty in attracting road gangs on some roads	Failure to implement planned works	Coordinate with MoWT to come up with strategies for improving functionality of road gangs

3.8 FORT PORTAL MUNICIPAL COUNCIL

3.8.1 Background

The Municipal Council had a total road network of 129 Km of municipal council roads on which planned works in FY 2014/15 were based with a total annual road maintenance budget of UGX 986.6 million, under the Uganda Road Fund.

3.8.2 Physical and Financial Performance of Fort Portal MC

i) Financial Performance

At the time of the monitoring field visit done on 31 July 2015, the municipal council had received a total of UGX 986.244 million (71% of IPF) of which expenditures amounted to UGX 986.245 million (100.3% of receipts). The breakdown of the expenditure included UGX 55.35 million (6% of releases) expended on routine manual maintenance; UGX 144.587 million (15% of releases) expended on routine mechanised maintenance; UGX 646.975 million (66% of releases) expended on periodic maintenance; and UGX 142.397 million (14% of releases) expended on other qualifying works and operational costs. The works department received additional funding totalling UGX 18.0 million arising from a refund of funds internally borrowed in FY 2013/14. However the expenditures could not be validated due to absence of financial records following the immigration to IFMS system during the year. The IFMS records could not be disaggregated by the department accountant. It was also noted that while the funds had been reportedly expended, implementation of physical works was still largely ongoing.

Table 3.22 shows the performance of releases to Fort Portal MC at the time of monitoring.

Table 3.22: Performance of Releases for Fort Portal Municipal Council Roads Maintenance in FY 2014/15

Item	Q1	Q2	Q3	Q4	Remarks
% of annual road maintenance budget released by MFPED	25.0%	50.0%	71.0%	100.0%	Cumulatively
Date of MFPED release	10-Jul-14	23-Oct-14	27-Jan-15	28-Apr-15	
% of MC budget released by URF	25.0%	50.0%	79.0%	100.0%	
Date of URF release to MC	15-Jul-14	28-Oct-14	28-Jan-15	5-May-15	
% MC annual budget released from Gen. Fund Account to works department	25.0%	50.0%	79.0%	100.0%	Cumulatively
Date of release to works department	23-Jul-14	27-Nov-14	19-May-15	3-Jun-15	
Delay from start of quarter	22	57	138	63	Av. 70 days each quarter
Delay from date of URF release	8	30	111	29	Av. 44.5 days each quarter

ii) Physical Performance

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

- Routine manual maintenance on the 30.75Km;
- Routine mechanised maintenance of 35Km;
- Periodic Maintenance of 6Km;
- Installation of 116m of culverts out of the planned 175m;
- Construction of Kahungabunyonyi Bridge, which was still ongoing.

The monitoring team visited some of the works implemented under the FY 2014/15 work plan and made the observations shown in Table 3.23:

Table 3.23: Fort Portal MC - Site observations on works implemented under the FY 2014/15 work plan

Sn	Road Name	Site Observations
1	Maguru - Itara (1.2Km) road <i>received periodic maintenance</i>	Works done on the road included road opening and widening, grading, culvert installation, regravelling and tree planting. The road was on average 8.0m and was generally in good condition. The road however required grass cutting along the side drains and back slopes. The road was measured to be 1.2Km.
2	Harukoto Circular Road (1.4Km) <i>received periodic maintenance</i>	The road had been graded and regravelled to an average width of 9m. Four lines of culverts had been installed but without culvert end structures as yet. The road was measured to be 1.5Km.
4	Kahungabunyonyi Bridge	The works involved construction of a new bridge across Mpanga river on Kagote – Kawungabunyonyi road. Construction of one of the abutments was still ongoing at the time of inspection and the Bridge was expected to be completed in Sept 2015. Evidence of routine manual maintenance was seen along the road.
5	Saaka Road (0.4Km) <i>received periodic maintenance</i>	The works included grading and gravelling to a length of 450-meters. In addition 2-lines of cross culverts had been installed but with the end structures yet to be completed.
8	Winyi – Kasaiija (0.3Km) <i>received Resealing</i>	This was a road that had just been upgraded to paved surface using force account. However several defects had already developed including alligator cracks, bleeding and a bumpy surface. 2-line of cross culverts had been installed.



Fort Portal MC: A Section of Harukoto Circular Road, where regravelling was in progress



Fort Portal MC: Sections of Maguru – Itara road (L) & (C) and Mary Hall road (R). Both roads received periodic maintenance.



Fort Portal MC: Kahungabunyonyi Bridge which was under construction in replacement of an existing timber bridge (L) & (C) and a Section of Saaka road which received periodic maintenance (R)



Fort Portal MC: A Section of Nyabukara - Harugongo road: (L) Surface failures on newly surfaced Winyi – Kasaija road (C) and (R)

Figure 3.8: Photographs in Fort Portal Municipality

iii) Implementation Challenges

Implementation challenges at the municipal council included:

- Low equipment capacity for implementation of works using force account. The Municipal Council only had a grader, tractor and a pedestrian roller;
- Difficulty in hiring equipment from the open market, with the few suppliers having low capacity compared to the demand in the region;
- Inclement weather from heavy rains;
- Scarcity of gravel and the predominant loam soils, which lead to quick deterioration of roads and hence high maintenance costs;
- Reintroduction of VAT on road works, which affected cost of construction inputs and reduced the planned outputs; and
- Challenges in the use of IFMS that was introduced at the agency during the year, which affected payments and timely implementation of works.

iv) Mainstreaming of Crosscutting Issues

The monitoring team was informed that gender mainstreaming was being implemented through community mobilisation to increase participation of women and electing more than 30% women on the road committees established along the roads. HIV awareness was being mainstreamed through sensitization of communities within the project areas. Environmental protection was being mainstreamed through mobilisation of community participation in the projects and through tree planting along the road reserves.

3.8.3 Key Issues Fort Portal MC

The key issues from the findings in Fort Portal MC were as summarised in Table 3.24.

Table 3.24: Key issues from findings in Fort Portal MC, FY 2014/15

SN	Issue	Risk/Effect	Recommendations/ Strategies for improvement
1.	Lack of records on management of resources and daily outputs in the force account operations	Failure to provide accountability for funds and resources	URF in coordination with MoWT should develop force account manual to guide agencies and harmonise approach
2.	Insufficient equipment for routine mechanized and periodic maintenance	Poor quality works and faster deterioration of roads	Coordinate with MFPED, MoLG, MoWT to ensure establishment of proposed zonal equipment centres
3.	Difficulty in accessing zonal equipment which leads to use of costly hired equipment	Increased unit costs	Coordinate with MoWT and MoLG to fast track procurement of expected equipment from Japan and to operationalise the zonal centres
4.	Huge advances to technical staff for payment of allowances, road gangs and purchase of supplies	Possible abuse and loss of funds	Issue circular to caution agencies on issuing huge advances to staff
5.	Internal borrowing of road maintenance funds for unrelated activities	Possible loss of funds	Accounting officers should be cautioned
6.	Unsecured advances to fuel stations contrary to PPDA regulations	Risk of loss of funds	DAs should be advised to use fuel cards and desist from giving unsecured advances for fuel
7.	Frequent breakdowns and high maintenance cost of equipment from China	Poor quality works and high unit cost of road maintenance	Coordinate with MoWT and MoLG to fast track procurement of expected equipment from Japan and to operationalise the zonal centres
8.	Weak controls in the management of fuel	Mis-use of fuel and high unit costs of road maintenance	Coordinate with MoWT to fast track issuance of force account manual
9.	Low wage for road gangs and operators, which leads to high turnover of workers	Poor performance of routine manual maintenance activities	URF to coordinate with MoWT, MoLG, MFPED and MPS to review force account guidelines and institute necessary changes.

3.9 KYEGEGWA DISTRICT LOCAL GOVERNMENT

3.9.1 Introduction

The district had a total road network of 198Km of district roads on which the work plan for FY 2014/15 was based with a total annual road maintenance budget of UGX 380.291 million, under the Uganda Road Fund (URF). In addition, the district had one town council with a total budget of UGX 115.65 million and 6 sub-counties with a total annual budget of UGX 54.983 million.

3.9.2 Kyegegwa district roads

Under URF funding, planned maintenance activities in FY2014/15 included routine mechanised maintenance of 86.8Km¹² and manual routine maintenance of 198Km as per the work plan submitted to URF. The district however changed their work plan with the blessing of the District Roads Committee, which in effect removed two roads totalling 23Km and introduced Kinyinya – Tobucumbe road (5.0Km) on the list of roads planned to receive routine mechanised maintenance. The savings were used to hire equipment for the routine maintenance activities. All the works were planned to be done using force account in line with the prevailing policy guidelines.

i) Financial Performance

At the time of the monitoring field visit done on 3rd Aug 2015, the district had received a total of UGX 550.925 million (100% of IPF) of which UGX 380.291 million (100% annual budget) was for district roads and UGX 115.651 million (100% of annual budget) was for Kyegegwa Town Council and UGX 54.983 million (100% of annual budget) for community access roads. Expenditure against releases for maintenance of district roads was at UGX 379.761 million (99.9% of releases). Quarterly remittances to the sub-agencies on average took 9 days for sub-counties and 8 days for the Town Council and the district works department from the dates of releases by URF. Table 3.25 shows the performance of releases to Kyegegwa DLG as at the time of monitoring.

Table 3.25: Performance of Releases for Kyegegwa District Roads Maintenance, FY 2014/15

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25.0%	50.0%	71.0%	100.0%	Cumulatively
Date of MFPED release	10-Jul-14	23-Oct-14	27-Jan-15	28-Apr-15	
% of annual Budget released by URF (Cumulatively)	22.5%	55.0%	71.3%	100.0%	Cumulatively
Date of URF release	21-Jul-14	29-Oct-14	30-Jan-15	7-May-15	
% of annual Budget released from Gen. Fund Account to works department	25.0%	50.0%	67.2%	100.0%	
Date of release to works dept	30-Jul-14	7-Nov-14	5-Feb-15	15-May-15	
Delay from start of quarter	29 days	37 days	35 days	44 days	36.3 Calendar days Av.
Delay from date of URF release	9 days	9 days	6 days	8 days	8 Calendar days Av.

ii) Physical Performance

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

- Routine manual maintenance on 198Km; and
- Routine mechanised maintenance of 58.8Km¹³.

¹² Buteera – Hapuuyo (10Km); Kazinga – Rwantuha (7Km); Kabbani – Kasagazi (10Km); Musanju – Kisinda – Migamba (17.8Km); Kijanibarora – Kasule (11Km); Kasule – Bugogo (12Km); Wokomiire – Bulingo – Bukere (12Km); and Bujunjura – Ntungamo – Mukashasha (7Km)

¹³ Buteera – Hapuuyo (10Km); Kazinga – Rwantuha (7Km); Musanju – Kisinda – Migamba (17.8Km); Wokomiire – Bulingo – Bukere (12Km); Bujunjura – Ntungamo – Mukashasha (7Km); and Kinyinya – Tobucumbe (4.8Km)

- Routine mechanised maintenance of Kabbani – Kisagazi (10Km) was still ongoing.

Works on the community access roads had reportedly been completed with 31.9Km routinely maintained and 27 meters of culverts installed in Rusamule Swamp and Kyarwanga Swamp. The monitoring team visited some of the roads where works were done and made the observation shown in Table 3.26.

Table 3.26: Kyegegwa DLG - Site observations on works implemented under the FY 2014/15 work plan

Sn	Road Name	Site Observations
1.	Wekomire – Bulingo - Bukere (12Km) <i>undergoing routine mechanised maintenance</i>	Works done on the road included 11.5Km of grading but without compaction. The road however had over grown grass across the carriageway with an average width of 3.5m. The road was predominantly of earth, with no culverts along the entire road, and improvised timbers in swamp crossings.
2.	Kabbani - Kisagazi (10Km) <i>undergoing routine Mechanised maintenance</i>	The road had been graded to formation width of 6.0m on average. Few mitre drains had been provided and the road had no culvert crossings along the entire length. The riding surface was still in fair condition but with rock outcrops at 9.1Km. Total length graded was 11.0Km.



Kyegegwa DLG: Sections of Kabbani – Kisagazi road. A section with a dangerous rock outcrop covering half of the carriageway (L)



Kyegegwa DLG: Sections of Musanju – Kisanda – Mugamba road, which received routine mechanized maintenance.



Kyegegwa DLG: Sections of Wekomire – Bulingo – Bukere road, which received routine mechanized maintenance



Mpara sub-county: Sections of Mpara – Nyakasaka Community Access Road which was graded using funds for bottleneck removal.

Figure 3.9: Photographs in Kyegegwa District

iii) Implementation Challenges

Implementation challenges at the district included:

- Insufficient equipment for force account works as the distributed equipment did not have a roller and a water bowser, thus compelling them to hire expensive equipment;
- Understaffing in the works department, due to inadequate wage bill;
- High expectations from the communities, which compare the maintenance works to the rehabilitation works done under CAIIP and DLSP¹⁴;
- Low provision for operations of the works department which was set at 4.5% by URF yet the district has a small budget;
- Insufficient funds for the routine maintenance of roads rehabilitated under CAIIP and DLSP;
- Insufficient technical guidance from the Central Government;
- Rampant equipment breakdown, which leads to high equipment maintenance costs; and
- High cost of repairs and maintenance dictated by the monopoly of the FAW dealership.

iv) Mainstreaming of Crosscutting Issues

The team was informed that the district was yet to mainstream crosscutting issues in the road maintenance activities.

3.9.3 Kyegegwa Town Council Roads

Under URF funding, planned maintenance activities in FY2014/15 included periodic maintenance of 17.1Km¹⁵; and routine manual maintenance of 45Km. All the works were planned to be done using force account in line with the prevailing policy guidelines.

i) Financial Performance

At the time of the monitoring field visit done on 4th Aug 2015, Kyegegwa TC had received a total of UGX 115.651 million (100% of IPF) of which a total of UGX 115.429 million (99.8% of funds released) had been expended. Table 3.27 shows the performance of releases to Kyegegwa TC at the time of monitoring.

¹⁴ CAIIP (Community Agricultural Infrastructure Improvement Programme); DLSP (District Livelihood Support Programme)

¹⁵ Nyamuhanami – Kabaya (8.7Km); Wekomire – Byeba (2.6Km); Kabaya – Galilaya (3.1Km); Rwera – Kiranzi (1.2Km) and Kiranzi – Rwakaiha (1.5Km)

Table 3.27: Performance of Releases to Kyegegwa TC, FY 2014/15

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25.0%	50.0%	71.0%	100.0%	Cumulatively
Date of MFPED release	10-Jul-14	23-Oct-14	27-Jan-15	28-Apr-15	
% of annual Budget released by URF (Cumulatively)	22.5%	55.0%	71.3%	100.0%	Cumulatively
Date of URF release	21-Jul-14	29-Oct-14	30-Jan-15	7-May-15	
% of annual Budget released by DLG to Kyegegwa TC	25.0%	50.0%	71.0%	100.0%	
Date of release to Kyegegwa TC	30-Jul-14	7-Nov-14	5-Feb-15	15-May-15	
Delay from start of quarter	29 days	37 days	35 days	44 days	36.3 Calendar days Av.
Delay from date of URF release	9 days	9 days	6 days	8 days	8 Calendar days Av.

ii) Physical Performance

Works that had been done at the time of the monitoring field visit included routine manual maintenance on all 45Km however the road gangs were stopped for a period of 4-months and the funds were used on raising and culvert installation on Mutahimubi Swamp (0.2Km), which was not originally in the work plan. A total of 16Km¹⁶ of the roads planned for routine mechanised maintenance had been worked on. The monitoring team visited some selected roads where works had been done and made the observations in Table 3.28.

Table 3.28: Kyegegwa TC - Site observations on works implemented under the FY 2014/15 work plan

Sn	Road Name	Site Observations
1	Nyamuhanami – Kabaya road (8.7Km) received routine mechanised maintenance	Works done on the road included grading and shaping of 8.0Km but without compaction, clearing/widening and tree removal in some sections. No drainage facilities/offshoots had been provided and the road was overgrown with grass across the carriageway in some sections. Average width of the road was 5.0m however at Km 2.4, the road was only 2.0m wide due to a rock outcrop eating up on side of the road.
2	Wekomire - Byeba road (2.6Km) received routine mechanised maintenance	Works done on the road included opening, widening and grading of 2.3Km to an average width of 4.0m. The road was however overgrown with grass across the carriageway in some sections. Across Mutahimubi swamp, 4 lines of 600mm diameter culverts had been installed with 2.0m of the culverts yet to be installed. The 200m swamp had also been raised by about 0.5m to a width of 4.5m but the raising was not uniform.
5	Kiranzi – Rwakaiha (1.5Km) received routine mechanised maintenance	The road had been graded to a length of 1.3Km but without compaction. No drainage facilities/offshoots had been provided, and the road was overgrown with grass across the carriageway along the biggest length of the road.



Kyegegwa TC: Kabaya – Galilaya road, (L) & (C); and Kiranzi – Rwaikaha (R,) which received routine mechanized maintenance

¹⁶ Nyamuhanami – Kabaya (8.7Km); Wekomire – Byeba (2.6Km); Kabaya – Galilaya (2Km); Rwera – Kiranzi (1.2Km) and Kiranzi – Rwakaiha (1.5Km)



Kyegegwa TC: Kiranzi – Rwaikaha (L); and Kiranzi – Rwera (C) & (R), which received routine mechanized maintenance



Kyegegwa TC: Sections of Nyamuhani – Kabaya road, which received routine mechanized maintenance



Kyegegwa TC: Sections of Mutahimubi Swamp on Wekomire – Byeba road, which was worked on using funds planned for road gangs.

iii) Implementation Challenges

Implementation challenges identified in Kyegegwa TC included:

- Insufficient equipment for force account works which compels them to hire expensive equipment;
- The approved wages for road gangs is too low to attract sufficient young and energetic workers, which was also leading to a high turnover of workers;
- High cost of maintenance of equipment (tipper, pickup and tractor), which renders the mechanical imprest insufficient; and
- Land acquisition issues leading to delays in implementation of works.

3.9.4 Key Issues Kyegegwa DLG

The key issues from the findings in Kyegegwa DLG were as summarised in Table 3.29.

Table 3.29: Key issues from findings in Kyegegwa DLG, FY 2014/15

SN	Issue	Risk/Effect	Strategies for improvement
1.	Lack of records on management of resources and daily outputs in the force account operations	Failure to provide accountability for funds and resources	URF in coordination with MoWT should develop force account manual to guide agencies and harmonise approach
2.	Insufficient equipment for routine mechanized and periodic maintenance	Poor quality works and faster deterioration of roads	Coordinate with MFPED, MoLG, MoWT to ensure establishment of proposed zonal equipment centres
3.	Difficulty in accessing zonal equipment which leads to use of costly hired equipment	Increased unit costs	Coordinate with MoWT and MoLG to fast track procurement of expected equipment from Japan and to operationalise the zonal centres
4.	Huge advances to technical staff for payment of allowances, road gangs and purchase of supplies	Possible abuse and loss of funds	Issue circular to caution agencies on issuing huge advances to staff
5.	Unsecured advances to fuel stations contrary to PPDA regulations	Risk of loss of funds	DAs should be advised to use fuel cards and desist from giving unsecured advances for fuel
6.	Critical understaffing of works department	Slow implementation of planned activities; and failure to implement works as per the work plans	URF should coordinate with relevant ministries to improve staffing of works departments in DAs
7.	Frequent breakdowns and high maintenance cost of equipment from China	Poor quality works and high unit cost of road maintenance	Coordinate with MoWT and MoLG to fast track procurement of expected equipment from Japan and to operationalise the zonal centres
8.	Weak controls in the management of fuel	Mis-use of fuel and high unit costs of road maintenance	Coordinate with MoWT to fast track issuance of force account manual
9.	Red flags on payments to road gangs e.g. people signing for nil payments yet measurement sheets indicate they had done some work	Mis-representation of accountabilities	DA should be audited
10.	Poor quality works	Loss of value for money	DA should be required to explain
11.	Unsupported expenditure in excess of UGX 32m	Non-compliance to LG finance and accountability regulations and possible misappropriation of funds	DA should be audited
12.	Low wage for road gangs and operators, which leads to high turnover of workers	Poor performance of routine manual maintenance activities	URF to coordinate with MoWT, MoLG, MFPED and MPS to review force account guidelines and institute necessary changes.
13.	Critical understaffing of works department	Slow implementation of planned activities; and failure to implement works as per the work plans	URF should coordinate with relevant ministries to improve staffing of works departments in DAs/ Institute TSUs

3.10 KYENJOJO DISTRICT LOCAL GOVERNMENT

3.10.1 Introduction

The district had a total road network of 390.7 Km of district roads however planned maintenance activities were based on 370.0Km in FY 2014/15, with a total annual road maintenance budget of UGX 665.428 million, under the Uganda Road Fund (URF). In addition, the district had 4 town councils with a combined total annual budget of UGX 457.735 million and 12 sub-counties with a total annual budget of UGX 89.255 million.

3.10.2 Kyenjojo district roads

Under URF funding to the district, the planned maintenance activities in FY2014/15 included periodic maintenance of 135.2Km¹⁷, manual routine maintenance of 370.9Km and maintenance of Nyabikoni Bridge. All the works were planned to be done using force account with the exception of routine manual maintenance works, which were planned to be implemented using petty contractors contrary to the prevailing policy of use of force account on DUCAR roads.

i) Financial Performance

At the time of the monitoring field visit done on 5th – 6th Aug 2015, the district had received a total of UGX 1.212 billion (100% of IPF) of which UGX 665.4 million (100% annual budget) was for district roads, UGX 457.737 million (100% of budget) for the 4 town councils and UGX 89.3 million (100% of annual budget) for community access roads. Total expenditures at the district as at the end of the FY amounted to UGX 635.976 million representing 95.6% of releases for districts roads. Remittances to the sub-agencies on average took 32 days for sub-counties and 38 days for the Town Councils from the dates of URF releases. Remittances to the district works department account took on average 31.5 days from the dates of URF release, and 55.8 days from the start of each quarter. Table 3.30 shows the performance of releases to Kyenjojo DLG at the time of monitoring.

Table 3.30: Performance of Releases for Kyenjojo District Roads Maintenance, FY 2014/15

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25.0%	50.0%	71.0%	100.0%	Cumulatively
Date of MFPED release	10-Jul-14	23-Oct-14	27-Jan-15	28-Apr-15	
% of annual Budget released by URF (Cumulatively)	23.5%	53.1%	70.7%	100.0%	
Date of URF release	15-Jul-14	23-Oct-14	28-Jan-15	5-May-15	
Date of Receipt of Funds on the General Fund account	30-Jul-14	29-Oct-14	12-Mar-15	7-May-15	
% of annual Budget released from Gen. Fund Account to works department	25.0%	50.0%	66.7%	100.0%	
Date of release to works dept	19-Aug-14	5-Nov-14	25-Mar-15	27-May-15	
Delay from start of quarter	49 days	35 days	83 days	56 days	55.8 Calendar days Av.
Delay from date of URF release	35 days	13 days	56 days	22 days	31.5 Calendar days Av.

¹⁷ Bufunjo – Bigando (11.9Km); Kagorogoro – Mabale – Kijura (14Km); Nyakisi – Rubango – Haikona (10.5Km); Nyarukoma – Kyakatwire (12.0Km); Kaiganga – Nyakisi (9Km); Matiri – Kawuruju – Kigunda – Kyamulimi (19.7Km); Nyankimba – Nusaiga (4.5Km); Kibale – Kyembogo – Kasaba – Kyamutunzi (22Km); Kibira – Katunguru – Bihehe (7.5Km); Rweitengya – Kiswara – Kitongole (12.1Km) and emergency works on Kyenjojo – Rweitengya (6.7Km).

ii) Physical Performance

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

- Routine manual maintenance on 370.9Km as planned but using contractors instead of road gangs; and
- Routine mechanised maintenance on 10 roads totalling 125.4Km¹⁸ instead of the periodic maintenance in the work plan. One road, Kibira – Katunguru – Bihehe (7.5Km) was not implemented.

Works on community access roads had been reportedly implemented in all the sub-counties. The monitoring team visited some of the works and made the observations shown in Table 3.31:

Table 3.31: Kyenjojo DLG - Site observations on works implemented under the FY 2014/15 work plan

Sn	Road Name	Site Observations
1.	Kaiganga - Nyakisi (9.0Km) Planned for periodic maintenance	The road had been graded to formation of 6.0m average width but without compaction. The first 1.7Km of the road had insitu gravel and was therefore in good condition. Overgrown grass was observed across the carriageway in several sections along the road. No offshoots had been provided. The road was measured to be 9.0Km.
2.	Nyakisi – Rubango – Haikona (10.5Km) planned for periodic maintenance	The road had been graded to formation and gravelled in selected spots. The road had however not been compacted, and no offshoots had been provided. The gravelled sections of the road had a good riding surface. Overgrown grass across the side drains and shoulders was observed in several sections. The road was measured to be 10.6Km, however only 6.8Km of the road had been graded in selected spots.
3.	Kibale – Kasaba – Kyamutunzi (22Km) planned for periodic maintenance	The road had been graded to formation and gravelled in selected spots. The road had however not been compacted, and no offshoots had been provided. The completed Nyabikoni Bridge was observed at Km 2.0, which had been widened and with new guardrails installed. The road was measured to be 24.1Km, however only 10.2Km of the road had been graded in selected spots.



Kyenjojo DLG: Sections of Kaiganga – Nyakisi road, which received routine mechanized maintenance, not the planned periodic maintenance



Kyenjojo DLG: Sections of Kibale – Kasaba - Kyamutunzi road, which received routine mechanized maintenance and not the planned periodic maintenance

¹⁸ Bufunjo – Bigando (11.9Km); Kagorogoro – Mabale – Kijura (14Km); Nyakisi – Rubango – Haikona (10.5Km); Nyarukoma – Kyakatwire (12.0Km); Kaiganga – Nyakisi (9Km); Matiri – Kawuruju – Kigunda – Kyamulimi (19.7Km); Nyankimba – Nusaiga (4.5Km); Kibale – Kyembogo – Kasaba – Kyamutunzi (22Km); Rweitengya – Kiswara – Kitongole (12.1Km) and emergency works on Kyenjojo – Rweitengya (6.7Km).



Kyenjojo DLG: Sections of Nyakisi – Rubayo – Haikona road (10.5Km), which received routine mechanized maintenance. Bottlenecks in swamps at Km6.6 (C) and Km7.6 (R) where water was passing across the road surface.

Figure 3.10: Photographs in Kyenjojo District

iii) Implementation Challenges

Implementation challenges at the district included:

- Most of the roads are earth roads and therefore grading alone without placing of gravel is not effective;
- High cattle population in the district, which, which leads to quick deterioration of roads;
- Difficulty in undertaking emergency equipment repairs under the monopoly of FAW dealership;
- Weak equipment from China, which have frequent breakdowns and therefore high maintenance costs;
- Lack of reliable transport for effective supervision of works given that the JMC pickups have greatly depreciated and need to be replaced;
- Poor remuneration of grader operators, who are paid UGX 11,000 safari day allowance and a gross monthly salary of UGX 251,000. This is too low compared to the market rates and the huge work load on the operators; and
- Difficulty in accessing equipment at zonal centres that were envisaged for implementing periodic maintenance works under the force account policy.

iv) Mainstreaming of Crosscutting Issues

The team was informed that the district mainstreams HIV awareness issues through community sensitisation using messages on project sign boards.

Gender issues and environmental protection issues had however not been mainstreamed in the road works.

3.10.3 Kyenjojo Town Council Roads

Under URF funding, planned maintenance activities in FY2014/15 included periodic maintenance of 21.5Km¹⁹; routine manual maintenance of 30.7Km; and maintenance of 4 bridges. All the works were planned to be done using force account in line with the prevailing policy guidelines.

¹⁹ Kihogo – Kyanaity (4.5Km); Kajumagi – Kyankuta (2.5Km); Ntooma road (2.4Km); Town Streets (2.0Km); Bucuni – Nyabasenga – Nkeera (1.5Km); Kyanaity – Kyabiganja – Bucuni (1.8Km); Byarufu road (1.0Km); Kiseruka – Kyankuta (1.8Km); Ntooma – Kajumagi (2.0Km); and Ngezi – Misandika – Nyamago (2Km)

i) Financial Performance

At the time of the monitoring field visit done on 6th Aug 2015, Kyenjojo TC had received a total of UGX 193,366 million which was inclusive of UGX 143,366 released against the regular approved annual budget (100.0% of IPF) and UGX 50 million released for emergency works on Kajara III road. Expenditures against funds received by the town council amounted to UGX 144.6 million under the regular budget (100.9% of releases), and nil expenditure against the emergency releases. The UGX 50 million released for emergency works was returned to the Consolidated Fund because it hadn't been utilised by the end of the FY. Table 3.32 shows the performance of releases to Kyenjojo TC at the time of monitoring.

Table 3.32: Performance of Releases to Kyenjojo TC, FY 2014/15

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25.0%	50.0%	71.0%	100.0%	Cumulatively
Date of MFPED release	10-Jul-14	23-Oct-14	27-Jan-15	28-Apr-15	
% of annual Budget released by URF (Cumulatively)	25.0%	50.0%	71.0%	100.0%	
Date of URF release	15-Jul-14	23-Oct-14	28-Jan-15	5-May-15	
% of annual Budget released by DLG to Kyenjojo TC	25.0%	50.0%	71.0%	100.0%	
Date of release from DLG to Kyenjojo TC	26-Aug-14	24-Nov-14	25-Mar-15	1-Jun-15	
Date of Release from Gen Fund account to Works account	8-Sep-14	9-Dec-14	15-Apr-15	5-Jun-15	remittances were intact
Delay from start of quarter	56 days	54 days	83 days	61 days	63.5 Calendar days Av.
Delay from date of URF release	42 days	32 days	56 days	27 days	39.3 Calendar days Av.

ii) Physical Performance

All the planned works had been implemented and completed. The works on Kajara III road funded under emergency funding were however not implemented due to intermittent changes in implementation method, which then left them with little time to implement the works. The monitoring team visited some selected roads where works had been done and made the observations in Table 3.33.

Table 3.33: Kyenjojo TC - Site observations on works implemented under the FY 2014/15 work plan

Sn	Road Name	Site Observations
1.	Ngezi – Misandika - Nyantungo road (5.0Km) <i>Planned for periodic maintenance</i>	Works done on the road included grading and gravelling in a selected section of 1.1Km but without compaction. The road however had over grown grass across the shoulders and side drains with an average width of 5.0m. The riding surface was generally fair however the gravelled section was bumpy.
2.	Town Street (0.5Km) <i>Planned for periodic maintenance</i>	The entire road measuring 0.65Km had been graded and gravelled.
3.	Kikwete road (4.2Km) <i>Planned for periodic maintenance</i>	The road measuring 5.7Km had been graded in sections totalling 4.2Km and gravelled in selected sections. Gravel heaps between Km 1.6 to 2.0 were observed, implying that the works were yet to be completed. Some sections of the road had overgrown grass across the carriageway.
4.	Kajumaji Swamp (0.3Km) <i>Planned for periodic maintenance</i>	The swamp crossing had been raised and gravelled, with 1 line of 600mm diameter culverts installed and headwalls constructed. Approaches to the swamp had also been widened.



KyenjojoTC: Works on Kijumaji Swamp where raising and culverts installation was done (L) & (C); and partially spread gravel on Kikwete road.



KyenjojoTC: A gravelled section of Kikwete road (L); and sections of Ngezi – Misindika – Nyantungo road (C) and (R).



KyenjojoTC: Sections of Town Street which had been regravelled.

iii) Implementation Challenges

Implementation challenges identified in Kyenjojo TC included:

- Delays in receipt of road maintenance funds;
- Difficulty in accessing the force account equipment from the district, which has to be shared with the district and the sub-counties;
- The approved wages for road gangs is too low to attract sufficient young and energetic workers, which was also leading to a high turnover of workers; and
- High cost of maintenance of equipment (tipper, pickup and tractor), which renders the mechanical imprest insufficient.

3.10.4 Katooke Town Council Roads

Under URF funding, planned maintenance activities in FY2014/15 included periodic maintenance of 9.3Km²⁰; and routine manual maintenance of 49.5Km. All periodic maintenance works were planned to be done using force account in line with the prevailing policy guidelines, while routine manual maintenance was planned to be implemented using petty contractors instead of road gangs, which was contrary to the prevailing policy on use of force account in road maintenance.

²⁰ Kyabumba – Nyabwina (2.8Km); Gatyanga II Gatyanga III (1.5Km); and Excel Kitebe (2.0Km)

i) Financial Performance

At the time of the monitoring field visit done on 6th Aug 2015, Katooke TC had received a total of UGX 107.967 million (100.0% of IPF) of which a total of UGX 105.331 million (97.6% of funds released) had been expended. Remittances to the town council on average took 39.3days from the dates of URF releases. The monitoring team however noted that UGX 4.345 million remitted to the town council in Q4 had not been transferred to the works department by the end of the FY. The Funds were however transferred on 31 July 2015. Table 3.34 shows the performance of releases to Katooke TC at the time of monitoring.

Table 3.34: Performance of Releases to Katooke TC, FY 2014/15

Item	Q1	Q2	Q3	Q4	Remarks
% of annual budget released by MFPED	25.0%	50.0%	71.0%	100.0%	Cumulatively
Date of MFPED release	10-Jul-14	23-Oct-14	27-Jan-15	28-Apr-15	
% of annual Budget released by URF (Cumulatively)	25.0%	50.0%	71.0%	100.0%	
Date of URF release	15-Jul-14	23-Oct-14	28-Jan-15	5-May-15	
% of annual Budget released by DLG to Katooke TC	25.0%	50.0%	71.0%	100.0%	
Date of release from DLG to Katooke TC	26-Aug-14	24-Nov-14	25-Mar-15	1-Jun-15	
Date of Release from Gen Fund account to Works account	27-Aug-14	11-Dec-14	2-Apr-15	5-Jun-15	remittances to works account were in piece meals; UGX 4.3m had not been remitted at end of FY
Delay from start of quarter	56 days	54 days	83 days	61 days	63.5 Calendar days Av.
Delay from date of URF release	42 days	32 days	56 days	27 days	39.3 Calendar days Av.

ii) Physical Performance

Works that had been done at the time of the monitoring field visit included routine manual maintenance on all roads totalling 49.5Km – this however could not be verified; and a total of 6.6Km out of the 9.3Km planned for periodic maintenance on 6 roads. The monitoring team visited some selected roads where works had been done and made the observations in Table 3.35.

Table 3.35: Katooke TC - Site observations on works implemented under the FY 2014/15 work plan

Sn	Road Name	Site Observations
1.	Market Street (1.5Km) <i>received periodic maintenance</i>	Works done on the road included opening and grading of 0.9Km but without compaction. 1 line of 600mm diameter culverts had been installed and headwalls constructed. However, a tree stump was left in the roadway, which posed a danger to road users. The road was on average 3.5m.
2.	Nyakana – Kaheru Street (1.5Km) <i>received periodic maintenance</i>	Works done on the road included opening and grading to a total length of 1.2Km and average width of 3.5Km. 1 line of 600mm diameter culverts had been installed and headwalls constructed.
3.	Irumba – Banura (1.5Km) <i>received periodic maintenance</i>	The road had been graded to a total length of 1.5Km. The riding surface was of earth material but was still in fair condition. 1 line of 600mm diameter culverts had delivered but yet to be installed. The road required provision of more mitre drains.



Katooke TC: A section of Irumba – Banura road (L); and Sections of Market Street (C) & (R) which were only graded without compaction.



Katooke TC: Sections of Marunga – Kyamuragara road, which was planned for periodic maintenance but with hardly any work.



Katooke TC: Sections of Nyakana – Kaheru road, which was planned for periodic maintenance but was only opened and graded without compaction.

iii) Implementation Challenges

Implementation challenges identified in Katooke TC included:

- Delays in receipt of road maintenance funds;
- High land acquisition costs, which leads to delays in implementation of planned works;
- Difficulty in accessing the force account equipment from the district, which has to be shared with the district and the sub-counties;
- Difficulty in hiring equipment for force account works;
- High cost of maintenance of equipment (tipper, pickup and tractor), which renders the mechanical imprest insufficient;
- Poor condition of the supervision pickup, which requires replacement.

3.10.5 Key Issues Kyenjojo DLG

The key issues from the findings in Kyenjojo DLG were as summarised in Table 3.36.

Table 3.36: Key issues from findings in Kyenjojo DLG, FY 2014/15

SN	Finding	Risk/Effect	Strategies for improvement
1.	Lack of records on management of resources and daily outputs in the force account operations	Failure to provide accountability for funds and resources	URF in coordination with MoWT should develop force account manual to guide agencies and harmonise approach
2.	Insufficient equipment for routine mechanized and periodic maintenance	Poor quality works and faster deterioration of roads	Coordinate with MFPED, MoLG, MoWT to ensure establishment of proposed zonal equipment centres
3.	Difficulty in accessing zonal equipment which leads to use of costly hired equipment	Increased unit costs	Coordinate with MoWT and MoLG to fast track procurement of expected equipment from Japan and to operationalise the zonal centres
4.	Huge advances to technical staff for payment of allowances, road gangs and purchase of supplies	Possible abuse and loss of funds	Issue circular to caution agencies on issuing huge advances to staff
5.	Unsecured advances to fuel stations contrary to PPDA regulations	Risk of loss of funds	DAs should be advised to use fuel cards and desist from giving unsecured advances for fuel
6.	Critical understaffing of works department	Slow implementation of planned activities; and failure to implement works as per the work plans	URF should coordinate with relevant ministries to improve staffing of works departments in DAs
7.	Frequent breakdowns and high maintenance cost of equipment from China	Poor quality works and high unit cost of road maintenance	Coordinate with MoWT and MoLG to fast track procurement of expected equipment from Japan and to operationalise the zonal centres
8.	Weak controls in the management of fuel	Mis-use of fuel and high unit costs of road maintenance	Coordinate with MoWT to fast track issuance of force account manual
9.	Poor quality works	Loss of value for money	DA should be required to explain
10.	Low wage for road gangs and operators, which leads to high turnover of workers	Poor performance of routine manual maintenance activities	URF to coordinate with MoWT, MoLG, MFPED and MPS to review force account guidelines and institute necessary changes.
11.	Delays in transfer of funds to sub-agencies	Risk of failure to implement planned works	DAs should be required to explain
12.	Continued use of contractors for routine manual maintenance instead of road gangs	Non-compliance to force account policy in LGs	DA, Katooke TC and Kyenjojo TC should be required to explain
13.	Katooke TC: High unit rates compared to District LG and other town councils in the district	Loss of value for money	TC should be audited
14.	Katooke TC: Incomplete transfer of funds from general collection account to works account. UGX 4.345 received in Q4 was remitted to the works account on 31.07.2015	Risk of failure to implement planned works	TC should be audited
15.	Hire of equipment paid through advances to staff and Withholding tax not deducted	Risk of future garnishment of road funds	TC should be required to explain and cautioned on huge advances to staff.
16.	Un-utilised releases for emergencies made in Q2, UGX 50m returned to Treasury	Loss of road funds to Treasury	DA should be required to explain

4.0 KEY ISSUES, RISKS AND RECOMMENDED ACTIONS

4.1 NATIONAL ROADS

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

Issues and Attendant Risks

- i. Narrow equipment base exacerbated by frequent breakdown of the few existing equipment which causes equipment maintenance costs to spiral.
There is a risk of failure to implement force account work plans to their entirety.
- ii. Late releases from the H/Q which delays implementation of road maintenance activities.
There is a risk of delayed implementation of planned works and failure to absorb all the released funds by the close of the financial year.
- iii. Critical understaffing at the Stations whereby the staffing was not increased to parallel the additional network acquired.
There is a risk of inefficiency creeping into the maintenance operations of the Stations.

Recommendations

- i. MoWT should expedite procurement of heavy equipment from Japan. This includes a portion to be allotted to UNRA.
- ii. UNRA H/Q should make releases to Stations within 7 calendar days from receipt of funds from URF.
- iii. UNRA should undertake a full restructuring that will expand its structure to match the performance demands created by the additional network.

4.2 DUCAR NETWORK

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

Issues and Attendant Risks

- 1.0 Lack of a complete road unit and old equipment prone to frequent mechanical breakdowns necessitating prevalent hire from the open market.

There is a risk of spiralling costs of road maintenance due to continual hire of equipment from the open market.
- 2.0 Persistent difficulty in attracting and retaining road gangs due to the low wage rate of UGX 100,000 per month.

There is a risk of failure to undertake all the planned RMM works.
- 3.0 Re-introduction of VAT at the beginning of FY 2014/15 on all materials for road projects was curtailing the outturn of road maintenance works.

There is a risk of reduced kilometers of roads maintained.

- 4.0 The 4.5% of IPF (excluding mechanical imprest) cap on operational expenses was dismal and as such curtailing ancillary activities to road maintenance like DRC operations, level of supervision of road maintenance works, inter alia.

There is a risk of mischarge of expenditure whereby funds meant for actual maintenance works are reallocated to ancillary activities.

- 5.0 Inaccuracies in accountability reports submitted to URF. E.g. outturn for RMM, RMeM, and PM being misreported/ misstated as well as expenditures and closing balances.

There is a risk of misrepresentation of performance.

- 6.0 Difficulty in accessing zonal equipment which leads to use of costly hired equipment.

There is a risk of increased unit costs of maintenance.

- 7.0 Lack of records on management of resources and daily outputs in the force account operations.

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

Recommendations

- a. MoWT should expedite process of procuring additional force account equipment from Japan.
- b. MoWT should revise the force account guidelines to rationalize all components of the force account scheme that are constraining operations.
- c. MoFPED should consider re-banning VAT on inputs for road projects to contain the growing road maintenance backlog.
- d. URF should rationalize the cap on operational expenses to fully accommodate DRC expenses and all other operational costs.
- e. DAs should be cautioned to ensure that all quarterly accountability reports are double checked for errors before submission to URF.
- f. URF should coordinate with MoWT and MoLG to fast-track procurement of expected equipment from Japan and to operationalise the zonal centres.
- g. URF in coordination with MoWT should develop force account manual to guide agencies and harmonise approach.

ANNEX 1: OFFICIALS MET DURING MONITORING

Institution	Position of Responsibility	Name	Contact
National Roads Maintenance Programme			
UNRA Masaka	Ag. Station Engineer	VananceTuryamwesiga	0772 485831 0701 485831
	Asst. Station Engineer	Francis Kirinnya	0772 458765
	Asst. Accountant	Ashaba Deo Muhwezi	0772 388091 0701 388091
UNRA Fort Portal	Station Engineer	Francis Kyeyune	
	Station Accountant		
District, Urban and Community Access Roads Maintenance Programme			
Kalungu DLG	Ag. District Engineer	David Mugagg	0700 312650 0772 334700
	Ag. District Planner	Fausta Nalugwa	0772 616510
	Accounts Assistant	William Ssegawa	0782 167875
Kalungu TC	Asst. Engineer	Kyanzi Samson	0704 395076
	Ag. Senior Finance Officer	Lindo Mike	0704 850038
Mpigi DLG	Ag. District Engineer	Henry Lugeye	0772 859598 0701 859598
	AEO - Civil	Susanne Flavia Nakatte	0772 865511
Mpigi TC	Town Clerk	Mathius Bwanika	0702 524064
	SAEO	Vvuma Benedict Cyrus	0772 498527
Masaka MC	Town Clerk	Joseph Kimbowa	0772 434329
	PXE	Eng. Augustus Turibarungi	0772 455286
	SAEO - Roads	Abel Ssembajwe	0772 335337
Entebbe MC	PXE	Eng. Joseph Mukiibi	0772 586260
	AEO	Sam Kyambadde	0779 502299
	Municipal Cashier	Rebecca Nabbosa	0774 527115
Kabaroole DLG	Asst. CAO	Mwebesa Perez	
	Town Clerk, Rwimi TC	Nuweabigaba John Patrick	
	District Engineer	Wakatama Stephen	
	Asst. Engineering Officer	Basoona Naume	
	Asst. Engineering Officer	Rubaijaniza Johnson	
	Senior Accounts Asst.	Nyakahuma Annette	
	Senior Treasurer, Kibiito TC	Kayondo George	
	Asst. Engineer, Kibiito TC	Kyosimire Jude	
	Senior Treasurer, Rubona TC	Kwimara Richard	
	Physical Planner, Rwimi TC	Elvis Orushaba	
	Treasurer, Rwimi TC	Nyakana Norah	
	Asst. CAO	Mwebesa Perez	
Kyegegwa DLG	Chief Administrative Officer	Kawooya David	
	District Engineer	Muliisa Victor	
	Road inspector	Sunday Joseph	

Institution	Position of Responsibility	Name	Contact
	Asst. Engineer, Kyegegwa TC	Agaba Lawrence	
	Accounts Asst. Works		
Fort Portal MC	Deputy Town Clerk	Francis Nyamugo	
	Municipal Engineer	Kaihura Herbert	
	Snr. Accounts Asst. Works		
Kyenjojo DLG	Chief Administrative Officer	Kihika Giles	
	District Engineer	Nyakana Moses	
	Principal Asst Secretary	Kajumba Enid	
	Senior Civil Engineer	Ahabyona Evelyn	
	Finance Officer, Works	Friday William	
	Asst. Engineering Officer	Isaac Friday	
	Dep. Town Clerk, Katooke TC	Saturday Rwahaba	
	Town Engineer, Katooke TC	Kusemererwa Charles	
	Snr. Treasurer, Katooke TC	Kahuma John Bosco	
	Snr. Health Insp. Kyenjojo TC	Mujasi David	
Town Engineet, Kyenjojo TC	Frank		



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