



ROADS SUB-SECTOR

SEMI-ANNUAL BUDGET MONITORING REPORT

FINANCIAL YEAR 2020/21

APRIL 2021

Ministry of Finance, Planning and Economic Development
P.O. Box 8147, Kampala
www.finance.go.ug

MOFPED
#DoingMore



ROADS SUB-SECTOR

SEMI-ANNUAL BUDGET MONITORING REPORT

FINANCIAL YEAR 2020/21

APRIL 2021

MOFPED
#DoingMore



TABLE OF CONTENTS

LIST OF ACRONYMS.....	ii
FOREWORD	iii
EXECUTIVE SUMMARY.....	iv
CHAPTER 1: INTRODUCTION.....	1
1.1 Background.....	1
1.1.1 Sub-sector Objectives and Priorities.....	1
1.1.2 Sector Financial Performance.....	2
1.2 Rationale/Purpose	2
1.3 Report Outline.....	3
CHAPTER 2: METHODOLOGY	4
2.1 Scope.....	4
2.2 Methodology	5
2.3 Criteria of selection.....	5
2.4 Limitations	5
CHAPTER 3: SUB-SECTOR PERFORMANCE	6
3.1 Overall Performance	6
3.1.1 Sector Financial Performance.....	6
3.1.2 Sub-Sector Physical Performance.....	6
3.2 Programme Performance	7
3.2.1 Ministry of Works and Transport– Vote 016.....	7
3.2.1.1 Community Roads Improvement Project.....	7
3.2.1.2 Urban Roads Resealing Project (URRP)	24
3.2.2 National Road Construction/Rehabilitation (UNRA-Vote 113)	31
3.2.3 Uganda Road Fund (URF – Vote 118).....	48
3.2.3.1 District, Urban and Community Access Roads (DUCAR) Programme	49
3.2.3.2 National Roads Maintenance Programme (NRMP)	69
CHAPTER 4: CONCLUSION AND RECOMMENDATION	94
4.1 Conclusion	94
4.2 Key challenges.....	95
4.3 Recommendations.....	96
REFERENCES	97



LIST OF ACRONYMS

AfDB	-	African Development Bank
CARs	-	Community Access Roads
DBST	-	Double Bituminous Surface Treatment
DDEG	-	Discretionary Development Equalisation Grant
DLP	-	Defects Liability Period
DUCAR	-	District, Urban and Community Access Roads
FY	-	Financial Year
GoU	-	Government of Uganda
IDA	-	International Development Association
IPC	-	Interim Payment Certificate
IPF	-	Indicative Planning Figure
KCCA	-	Kampala Capital City Authority
Km	-	Kilometre
MC	-	Municipal Council
MFPED	-	Ministry of Finance, Planning and Economic Development
MoLG	-	Ministry of Local Government
MoWT	-	Ministry of Works and Transport
NCR	-	Northern Corridor Route
NRC/R	-	National Road Construction/Rehabilitation Programme
NRM	-	National Roads Maintenance
OHS	-	Occupational Health and Safety
OPM	-	Office of the Prime Minister
OPRC	-	Output- and Performance-based Road Contract
PPDA	-	Public Procurement and Disposal of Public Assets Authority
Q	-	Quarter
SOPs	-	Standard Operating Procedures
TC	-	Town Council
Ug shs	-	Uganda Shillings
UNRA	-	Uganda National Roads Authority
URA	-	Uganda Revenue Authority
URC	-	Uganda Railways Cooperation `
URF	-	Uganda Road Fund
US\$	-	United States Dollars
USD	-	United States Dollars
USMID	-	Uganda Support to Municipal Infrastructure Development



FOREWORD

This Financial Year 2020/21 marks the first year of implementation of the third National Development Plan (NDPIII), within which we aim to achieve inclusive growth, employment and wealth resulting from sustainable industrialisation. It is hoped that the newly adopted coordinated programmatic approach will be a springboard to enabling government achieve its development objectives.

The semi-annual findings by the Budget Monitoring and Accountability Unit (BMAU) show that sectors still posted a fair performance. Whereas the Ministries, Departments, Agencies (MDAs), and Local Governments (LGs) should have adopted Programme Based Budgeting (PBB) this Financial Year, this is yet to be fully embraced as evidenced from the BMAU findings where entities are still operating and reporting achievements in sector format.

It is imperative that the lead agencies under all programmes ensure that all their constituent entities shift to the new development approach for us to harness its collective gains.

Patrick Ocailap

Ag. Permanent Secretary/Secretary to the Treasury



EXECUTIVE SUMMARY

The total Works and Transport Sector budget for Financial Year (FY) 2020/21 decreased by 7.9% from Ug shs 6,425.028billion (bn) in FY 2019/20 to Ug shs 5,914.52bn. By the end of December 2020, 50.1% of the sector budget had been released and absorption was at 90.7% which was a very good financial performance. The good release was majorly contributed by the Government of Uganda (GoU) component of the budget which had a release of over 50.8% in the three key sector votes that include Vote 016- Ministry of Works and Transport (MoWT), Vote 113-Uganda National Roads Authority (UNRA), and Vote 118- Uganda Road Fund (URF).

Overall Performance

The half year performance of the Roads Sub-Sector was fair at 61%, depicting a decline in performance compared to the 71% in the previous FY. The MoWT and the UNRA performance were fair at 63% and 50% respectively, while that of URF was good at 70%. Achievement of targets across all the votes was majorly affected by the inclement rains in the first half of the financial year which disrupted progress of works and the COVID-19 pandemic that affected movement of project staff, plus the scaling down of the workforce on projects to ensure adherence to the Standard Operating Procedures (SOPs).

Highlights of Sector Performance

The performance of the Roads Sub-sector in the MoWT was attributed to the good performance of the projects which had activities that were rolling over from the previous FY like the Community Roads Improvement Project (CRIP). Performance was however mainly affected by: the prolonged heavy rains in the first and second quarter of the FY; and delays in procurement of materials for force account units. Activities in the roads sub-sector have continued to be implemented beyond the stipulated timelines due to funding short falls especially after commencement.

The performance of Vote 116 – UNRA which implements the National Roads Construction and Rehabilitation program was fair with 50.0% of the semi-annual targets achieved. This was in view of the under achievement of semi-annual targets on some projects such as: Busega – Mpigi Expressway (6.7%), Rukungiri – Kihigi – Ishasha/Kanungu (16.1%), Tororo-Mbale-Soroti and Soroti-Dokolo-Lira-Kamdini (0.0%), and Kampala Flyover (26.9%). Nonetheless, some projects achieved their semi-annual targets including Kampala Northern bypass, Namunsi–Sironko–Muyembe/Kapchorwa Phase II, and the Emergency Design and Build of Ora 1, Ora 2, Awa, and Olemika bridges in West Nile Sub-Region. Overall, the National Roads Construction and Rehabilitation program achieved a total of 40.1km-equivalent of paved roads rehabilitated and 180.8km-equivalent upgraded to paved standard in the first half of the FY.

The performance of projects under UNRA was affected by: delayed land acquisition on upgrading projects; heavy rains that caused flooding on sites and hampered the progress of



earthworks; inadequate financial and technical capacity of some contractors resulting in poor planning and execution of work; delayed payments to the service providers by UNRA which attracted claims in form of interest; and the COVID-19 pandemic which affected mobilisation of key project personnel and equipment.

The performance of the URF was good at an estimated at 70%. The vote has two maintenance programmes: District, Urban and Community Access Roads (DUCAR) and the National Roads Maintenance (NRM). The performance of the DUCAR programme was fair at approximately 60.9% while that of the NRM programme implemented by UNRA was good at 70%. The performance of both programmes was mainly affected by the prolonged torrential rains in the first half of the FY, the COVID-19 pandemic with the associated restriction on movement which affected the operation of road maintenance activities, and late downstream disbursement of funds to the implementation units. The DUCAR programme was further affected by sharing of roads maintenance equipment units between the districts, municipalities, town councils, sub-counties and sometimes with UNRA.

The achievement of the semi-annual output targets in the National Roads Maintenance Programme was boosted by the use of framework contracts in the maintenance of a portion of the national road network. The national road network condition in the first half of the financial year was 85% of paved roads in fair to good condition and 77% of unpaved roads in fair to good condition

Key Implementation Challenges

1. Prolonged torrential rains experienced in the country in the first half of the financial year. This caused emergencies on the national and district road network disrupting planned activities; and affecting progress of works on construction projects.
2. Delayed acquisition of Right of Way (RoW) on most upgrading projects on the national road network.
3. Inadequate facilitation of monitoring and supervision activities, especially supervision vehicles across all implementing agencies which hampers monitoring, mobilisation and supervision of works.
4. Understaffing of the Works departments at Local Governments affected planning and supervision of road maintenance works.
5. Inadequate mechanical imprest for both the National and District Roads Maintenance program implementing agencies.



Recommendations

1. All implementing agencies should take advantage of the dry season to expedite works to make up for the time lost during the heavy rains. Additionally, the MoWT should ramp up rehabilitation works across the affected DUCAR network.
2. The GoU should increase the budget provisions for road maintenance in the next FY as planned activities in the current FY were disrupted by the prolonged and heavy rains that have caused emergencies on the network which already had an increasing maintenance backlog.
3. The GoU/UNRA should mobilise sufficient funds for full compensation of the people affected persons (PAPs) for ongoing projects.
4. The GoU/MoWT should strengthen the monitoring and supervision function across the Roads Sub-sector by providing the necessary facilitation especially supervision vehicles.
5. The Local Governments should prioritise the recruitment of critical staff in the Works Department.
6. The URF should increase the allocation of mechanical imprest to match the maintenance needs of the current equipment inventory in the country. This will improve the serviceability of the new Japanese equipment. In addition, the MoWT should beef up the regional mechanical workshops to effectively handle maintenance and repair of the road maintenance equipment.



CHAPTER 1: INTRODUCTION

1.1 Background

“Roads” is one of the three sub-sectors¹ under the Works and Transport sector whose mandate is to: (i) plan, develop, and maintain an economic, efficient, and effective transport infrastructure and transport services by road, rail, water and air; (ii) manage public works including government structures; and (iii) promote standards in the construction industry.

The sub-sector mission is to promote adequate safe and well maintained works and transport infrastructure services for social economic development of Uganda². This contributes to the overall sector outcome of having an improved transportation system.

The Road Sub-Sector has four votes namely; Vote 016: Ministry of Works and Transport (MoWT), Vote 113: Uganda National Roads Authority (UNRA), Vote 118: Uganda Road Fund (URF) and Vote 500: Local Governments (LGs).

The key implementing institutions in the roads sub-sector are: MoWT; Uganda National Roads Authority (UNRA); Uganda Road Fund (URF); Kampala Capital City Authority (KCCA), District Local Governments (DLGs), lower local governments (sub-counties) and urban councils. Other institutions outside the works and transport sector that have projects with roads sub-components include: The Office of the Prime Minister (OPM), and the Ministry of Local Government (MoLG).

1.1.1 Sub-sector Objectives and Priorities

The Roads Sub-sector objectives are: (i) develop an adequate, reliable and efficient multi modal transport network in the country; improve the human resource and institutional capacity of the Transport sector to efficiently executes the planned interventions; improve the national construction industry; and increase the safety of transport services.

In line with the NDP III strategic objectives, the sector budget priorities for the FY 2020/21 for the roads sub-sector were³: Upgrading of 400km-equivalent of national roads from gravel to tarmac, rehabilitation of 200km equivalent of national roads and 814 km of district, urban and community access roads; Maintenance of district road equipment and training of road equipment operators to improve the capacity of Local Governments to maintain their road network; Improvement of road and maritime safety through establishment of a road crash data base, review of motor vehicle and driver registration, testing and licensing, and establishment of search and rescues services on Lakes Victoria, Kyoga and Albert; and Mainstreaming gender and equity issues in the sector.

¹ The three sub-sectors under the Ministry of Works and Transport are: 1. Transport Services; 2. Roads; and 3. Construction Standards and Quality Assurance

² Ministerial Policy Statement for Ministry of Works and Transport for FY 2020/21

³ Ministerial Policy Statement for Ministry of Works and Transport for FY 2020/21



Other priorities included: Expansion and upgrading of Entebbe International Airport, capitalization (including the procurement of 2No. airbus aircraft) for the National Airline procured of the National Airline and Certification of EACAA-Soroti, to support the development of Entebbe as a regional hub; Development of a new airport at Kabaale in Hoima district to support the oil and gas sector, and rehabilitation of upcountry Aerodromes to support tourism; Development of Standard Gauge railway (Eastern route) and rehabilitation of meter gauge railway (Tororo-Gulu section) & rolling stock and maintenance of the Kampala-Malaba (280km) MGR; and Improvement of inland water transport infrastructure and services through development of Bukasa Port, provision of Ferry services and improvement of maritime safety.

1.1.2 Sector Financial Performance

The overall Works and Transport Sector budget for the FY2020/21 increased by 7.9% from Ug shs 6,425.028bn in FY 2019/20 to Ug shs 5,914.52bn⁴. This was to be utilised by five votes viz: Vote 016-MoWT, Ug shs 1,571.90bn (26.6%); Vote 113-UNRA, Ug shs 3,505.47bn (59.3%); Vote 118-URF, Ug shs 512.18bn (8.7%); Vote 122 – KCCA, Ug shs 300.20bn (5.1%); and Vote 500- Local Governments Ug shs 24.77bn (0.4%).

Table 1.1 shows the financial performance by 31st December 2020 of the three votes monitored in the semi-annual performance of the Roads Sub-sector. This was a very good release (50.1% of the budget) and very good absorption (90.7% of the release) performance.

Table 1.1: Overall Financial Performance of the Votes 016, 113, 118, and 122 by 31st December 2020

Votes	Vote Names	Approved Budget (Ug shs billion)	Release (Ug shs billion)	Spent (Ug shs billion)	% Budget released	% Budget Spent	% Release Spent
016	MoWT	1,571.903	525.544	520.180	33.4	33.1	99.0
113	UNRA	3,505.467	2,014.120	1,764.976	57.5	50.3	87.6
118	URF	512.175	262.025	256.480	51.2	50.1	97.9
Total ¹		5,589.55	2,801.69	2,541.64	50.1	45.5	90.7

Source: UNRA, URF and MoWT Q2 Performance Reports for FY 2020/21

The release performance of the votes was good except for MoWT that received less than 50% of the approved budget by the end of the first half of the financial year. The good release was majorly contributed by the GoU component which had an average release of 50.8% of the budget for the three votes. The donor component averaged at 40.6% release for three votes, with MoWT receiving the least at 19.6% of the budget. The overall absorption of funds was very good with 90.7% of the release expended.

1.2 Rationale/Purpose

The Budget Monitoring and Accountability Unit (BMAU) was established in July 2008 to enhance monitoring efforts geared towards effective implementation of government programmes and projects. The government funded unit focuses on ten areas: Health, Education and Sports,

⁴ Semi-Annual Budget Performance Report for the Works and Transport Sector FY 2019/20



Water and Environment, Agriculture, Industry, Information and Communications Technology, Microfinance, Energy, Public Sector Management, and Roads and Transport.

Budget Monitoring reports are now produced twice every year that is a semi-annual and annual report. To this effect, this semi-annual report was produced to highlight the performance of the works sector in the FY 2019/20. The report gives an overview of the financial and physical performance of selected programmes in the MoWT, UNRA and URF. The report findings from the field observations give the actual performance on ground of the selected spending agencies. The implementation challenges identified should inform policy decisions within the sector.

1.3 Report Outline

The report comprises of four chapters. These are: Chapter One – Introduction; Chapter Two – Methodology; Chapter Three – Sector Performance; and Chapter Four – Conclusion and Recommendations.



CHAPTER 2: METHODOLOGY

2.1 Scope

The projects/programmes monitored for the semi-annual performance in FY 2020/21 were selected on the basis of regional representation, level of capital investment, planned annual outputs, and amount of releases in the FY. The monitoring exercise covered the following: Two (2) projects under MoWT, National Roads Construction/Rehabilitation Programme under UNRA (7 road projects and (1) bridge project), and two programmes under URF. Under URF the District Urban and Community Access roads 11 Local Governments (2 municipalities and 9 districts) and National Roads Maintenance at UNRA stations (6 stations) programmes were monitored. These programmes/projects that were monitored are as shown in table 2.1.

Table 2.1: Project/Programmes Monitored at Semi-Annual FY 2020/21

Implementing Institution	Project/programme and location
Ministry of Works and Transport – Vote 016	A) Urban Roads Resealing Project (URRP): Output –Urban roads construction and rehabilitation (Bitumen Standard) B) Community Roads Improvement Project <ol style="list-style-type: none"> i. Interconnectivity component ii. Low cost sealing component iii. Probase Technology component
Uganda National Roads Authority – Vote 113	A) Upgrading – 5 Projects <ul style="list-style-type: none"> • Busega – Mpigi Expressway (23.7km) • Kampala Northern bypass Phase 2 (17.5 km) • Kampala Flyover project: Lot 1 • Kapchorwa-Suam road (73 km) • Rukungiri – Kihiki – Ishasha/Kanungu (78.5km) B) Rehabilitation – 2 Projects <ul style="list-style-type: none"> • Namunsi – Sironko – Muyembe / Kapchorwa (29km) • Tororo-Mbale-Soroti (150.8km) and Soroti-Dokolo-Lira-Kamdini (189.4km) C) Bridges - Design and Build of 4 Strategic Bridges <ul style="list-style-type: none"> • Ora1 Bridge • Ora-2 Bridge • Awa Bridge • Olemika Bridge
Uganda Road Fund – Vote 118	A) District, Urban and Community Access Roads (DUCAR) Maintenance Programme – 11 Local Governments <ul style="list-style-type: none"> 2 Municipalities: Kitgum and Koboko. 9 Districts: Arua, Bugweri, Bukwo, Kyegegwa, Luwero, Lyantonde, Mpigi, Ntungamo, and Tororo. B) National Roads Maintenance Programme - 6 UNRA stations <ul style="list-style-type: none"> Arua, Kitgum, Luwero, Masaka, Masindi, and Tororo

Source: Author's Compilation



2.2 Methodology

The methodologies adopted during the monitoring were: literature review mainly of annual and quarterly work plans, and other government documents; Q1 and Q2 quarterly progress reports as well as monthly performance reports for the FY 2020/21; IFMS data showing releases, payments and commitments; administering of monitoring data collection tools in advance of the field visits; interviews with the respective responsible officers or representatives; conducting field inspections; analysis of collected field data and preparation of monitoring reports. Performance of monitored projects and programmes was rated on the basis of the following criteria:

- 90% and above: **Very good** (Most of the set targets achieved and absorbed)
- 70% - 89%: **Good** (some core set targets achieved and funds absorbed to 70%-89%)
- 50-69%: **Fair** (Few targets achieved and funds absorption is 50%-69%)
- Less than 50%: **Poor** (Few targets achieved and funds absorption is less than 50%).

2.3 Criteria of selection

The programmes/projects monitored were selected on the basis of the level of capital investment, regional sampling, planned quarterly outputs, and amount of releases during Q1-Q2 of the FY 2020/21.

2.4 Limitations

- Late receipt of reports especially Q2 for sampled programmes/projects during monitoring.
- Absence of some respondents at the time of monitoring yet appointments had been made.
- Poor records keeping mainly at Local Governments, which rendered collection of required information tedious and time consuming.
- Inconsistence of information provided by respondents and that given in reports.



CHAPTER 3: SUB-SECTOR PERFORMANCE

3.1 Overall Performance

3.1.1 Sector Financial Performance

The total budget for the Works and Transport Sector in FY 2020/21 is Ug shs 5,589.55bn for the three key votes of Ministry of Works and Transport (MoWT), Uganda National Roads Authority (UNRA) and Uganda Roads Fund (URF). This increased by Ug shs 534.68bn (8.7%) from the previous FY. The breakdown of the budget for the FY 2020/21 by Vote is: Vote 016 - MoWT has Ug shs 1,571.9bn; Vote 113 - UNRA has Ug shs 3,505.5bn; and Vote 118 - URF has Ug shs 512.2bn.

Table 3.1 shows the financial performance by 31st December 2020 of the three votes monitored in the semi-annual performance of the Roads Sub-Sector. This was a very good release (50.1% by end of Q2) and good absorption (90.7% of the release) performance.

Table 3.1: Overall Financial Performance of the Votes 016, 113, 118, and 122 by 31st December 2020

Votes	Vote Names	Approved Budget (Ug shs billion)	Release (Ug shs billion)	Spent (Ug shs billion)	% Budget released	% Budget Spent	% Release Spent
016	MoWT	1,571.903	525.544	520.180	33.4	33.1	99.0
113	UNRA	3,505.467	2,014.120	1,764.976	57.5	50.3	87.6
118	URF	512.175	262.025	256.480	51.2	50.1	97.9
Total ²		5,589.55	2,801.69	2,541.64	50.1	45.5	90.7

Source: UNRA, URF and MoWT Q2 Performance Reports for FY 2020/21

The release performance of the votes was good except for MoWT that received less than 50% of the approved budget by the end of the first half of the financial year. The good release was majorly contributed by the GoU component which had an average release of 50.8% of the budget for the three votes.

3.1.2 Sub-Sector Physical Performance

The overall physical performance of the Roads Sub-Sector was fair at 61%. The Ministry of Works and Transport and the National Roads Construction/Rehabilitation program performance were fair at 63% and 50% respectively, while that of The Uganda Road Fund was good at 70%. Achievement of targets across all the votes was majorly affected by the inclement rains in the first half of the financial year which disrupted progress of works and caused emergencies on the national and district road.



3.2 Programme Performance

3.2.1 Ministry of Works and Transport– Vote 016

The MoWT mission is “to promote adequate, safe and well maintained works and transport infrastructure and services for socio-economic development of Uganda.”⁵

The total approved budget for the FY 2020/21 decreased by 5.14% from Ug shs 1,656.327bn in the FY 2019/20 to Ug shs 1,571.903bn. The GoU development budget is Ug shs 809.549bn (51.5%) and the donor contribution for development is Ug shs 625.954bn (39.8%). By the end of December 2020, a total of Ug shs 580.411bn (39.6% of budget) was released, of which Ug shs 571.257bn (98.4% of release) was spent. This was a good financial performance. Details of the financial performance are presented in table 3.2. The very good expenditure performance of the development budget was majorly attributed to the implementation of activities that were rolling over from the previous financial year.

The Vote 016 is comprised of six programmes namely: Transport Regulation; Transport Services and Infrastructure; Construction Standards and Quality Assurance; District, Urban and Community Access Roads; Mechanical Engineering Services; and Policy, Planning and Support Services.

Table 3.2: Financial Performance of MoWT by end of December 2020

		Approved Budget (Ug shs billion)	Release (Ug shs billion)	Spent (Ug shs billion)	% Budget released	% Budget Spent	% Release Spent
Recurrent	Wage	11.866	5.933	5.534	50.0	46.6	93.3
	Non-wage	123.782	45.421	43.815	36.7	35.4	96.5
Development	GoU	809.549	406.615	403.814	50.2	49.9	99.3
	Donor	625.957	122.443	118.093	19.6	18.9	96.4
Total GoU		945.197	457.969	453.163	48.5	47.9	99.0
Total GoU + Ext Fin. (MTEF)		1,571.154	580.412	571.256	36.9	36.4	98.4
Arrears		0.750	0.750	0.189	100.0	25.2	25.2
Grand Total		1,571.903	581.16	571.45	37.0	36.4	98.3

Source: MoWT, Q2 Performance Report for FY 2020/21

Semi-Annual monitoring for the FY 2020/21 covered two (2) development projects namely: Community Roads Improvement Project and; Urban Roads Resealing Project (URRP).

3.2.1.1 Community Roads Improvement Project

The Community Roads Improvement Project (CRIP) is a new project which commenced in FY 2020/21. It has three components under which activities are being implemented which are: The Interconnectivity Roads Improvement, Low Cost Sealing, and Probase. The project will run for 5 years up to FY 2024/25 with a projected total cost of Ug shs 355.46bn solely funded

⁵ Ministerial Policy Statement for Ministry of Works and Transport for FY 2020/21



by the GOU. The project is aimed at: improving rural accessibility and reduction in transport costs; improving household income due to improved access to markets and socio-services; and improving agricultural productivity, employment and increased revenue collection by Local Governments.

In the FY 2020/21, the project had an approved budget of Ug shs 135.92bn of which Ug shs 57.21bn (42.1%) was released and Ug shs 56.87bn (99.4%) expended. This was a good financial performance.

Planned activities of the CRIP project in FY 2020/21 majorly included: rehabilitation of 800Km of Interconnectivity roads in 31 districts; opening, grading and gravelling of 300km of district roads in 38 districts; rehabilitation using low cost sealing technology of 30km of district roads; construction using probase technology of 20.2km of Kayunga-Nabuganyi Road, 4.8km of Nansana-Kireka-Biira, 50% of of Kakiri-Masulita-Mawale Road (20km), and 30% of Namataba-Nagoje-Ntunda-Kyabazala-Kyampisi Road (20km); procure and distribute culverts, gabions, geogrids and geotextiles; and conduct environment and social action plan for LCS projects.

The semi-annual performance of the Community Roads Improvement Project in the FY 2020/21 is summarized in table 3.3.

Table 3.4: Semi-Annual Performance of the Community Roads Improvement by 31st December 2020

Activity/Project - (Annual Plan)	FY 2020/21 Budget Allocation (Ug shs)	Annual Target (%)	Cum. Physical Progress by Dec. 2020 (%)	Weighted Physical Progress	Remarks
Interconnectivity Component					
Rehabilitation of Okoboi-Akulony-Acinga Road (9.7km), and Olekat-Matailong Road (5.6km), in Amuria district, Total Length =15.3km	523,418,932	100	95	0.717	Physical works were at substantial completion
Rehabilitation of Itia-Ogboa Road (10.0km) in Arua district	357,344,332	100	88	0.431	Physical works were on-going with 88% cumulative physical progress
Rehabilitation of Natoolo-Kikholo-Sakusaku (5.6km) and Mabale-wakamala (5.5km) in Bududa district, Total Length =16.0km	1,113,440,920	100	50	1.526	Physical works had stalled with 50% cumulative physical progress
Rehabilitation of Masagala - Bunyenye Loop Road (4.3km) and Buligi Village Road (1.9km) in Butambala District	209,601,040	100	100	1.170	Physical works were at substantial completion



Activity/Project - (Annual Plan)	FY 2020/21 Budget Allocation (Ug shs)	Annual Target (%)	Cum. Physical Progress by Dec. 2020 (%)	Weighted Physical Progress	Remarks
Rehabilitation of Rwenkumba – Mukonomura - Buhara Road (5.7 km), Mukonomura - Kasindikwa (2.0 km), Kasindikwa - Lake Saaka Access (1.3 km), Kyamukube – Hamuzigiti – Busoma – Hamabale - Karago (3.0 km), and Hakigere – Kalyango - Canon Apollo (3.0 km) in Kabarole District	878, 185,500	100	100	1.024	Physical works were completed
Rehabilitation of Nakiwulo-Kitayundwa Road (7.8km), Wakalumba-Wako-Buwaiswa Road (3.5km), Buwudha-Busutwa-Kayabya-Busanga P/s-Bukose-Budhumbula (4.8km), Kaima-Kirondo-Busubo Zone (3.5km) in Kamuli Municipality, Total Length =19.6km	965,947,410	100	100	1.324	Physical works were completed
Rehabilitation of Kiiya – Kasaala – Bukusu - Ngogolo Road (3.4km), Nakakono – Kyampisi (5.9km), And Kyampisi – Sombwe - Kyambogo Road (5.6km), all in Luwero District	510,442,630	100	100	0.633	Project was completed and under Defects Liability period by end of Dcember 2020.
Rehabilitation of Buwangani-Sikunga-Road(4km), Buwangani-Butooto Road (3.0km), and Masaka-Magodes (5.8km) in Manafwa district, Total Length= 12.8km	662,093,280	100	60	0.578	Physical works had stalled with 60% cumulative physical progress
Rehabilitation of Wandegeya-Kiakandwa-Kayanja Road (9.8km), in Mayuge District, Total Length= 30.9km	487,443,250	100	90	0.585	Physical works had attained a 90% physical progress
Rehabilitation of Timuna - Lugogo Road (8.0km) And Kibale - Kikamulo Road (1.8km) in Nakaseke District	431,514,200	100	100	0.591	Project was completed and under Defects Liability period by end of December 2020
Rehabilitation of Nakitoma - Nabiswera Road (10.4km) In Nakasongora District	158,158,978	100	85	0.217	Project sustainably completed with a few snags that were to be addressed by the contractor.



Activity/Project - (Annual Plan)	FY 2020/21 Budget Allocation (Ug shs)	Annual Target (%)	Cum. Physical Progress by Dec. 2020 (%)	Weighted Physical Progress	Remarks
Rehabilitation of Walawenji-Mukwana TC Road (20km), Mukwana P/s-Son-Ogwnaga(2.8km), Mukera-Matindi T/C (5.0km), Puwele-Lwiza-Kainja (2.2km) and Poyo-Suguda (3.5km) in Tororo district, Total Length=15.5km	854,140,699	100	100	0.633	Contract works had been completed.
Low Cost Sealing Component					
Kasozi - Kifampa Road (13.0km) in Gomba district, Section A: (km 0+000 - 9+000) starting from Kifampa	6,376,128,357	78	64	8.739	The works were behind schedule
Kasozi - Kifampa Road (13.0km) in Gomba district, Section B: (km 9+000- 18+000)	5,538,884,040	75	60	7.592	The works were behind schedule
Bifulubi – Kyando – Buyemba Road Section B (5.6km) in Mayuge district	3,591,546,705	100	100	4.923	Works had been completed
Probase Component					
Piloting the use of Probase Technology in Uganda (Kayunga and Wakiso district)	50,150,000,000	100	41	68.739	The project ws behind schedule due to unforeseen adverse sub-surface conditions
Overall weighted physical progress				99%	Very Good Performance

Source: Author's Compilation

The Interconnectivity Component

i) Rehabilitation of Okoboi–Akulony–Acinga Road (9.7km) And Olekat–Matailong Road (5.7km) in Amuria District

The contract for the rehabilitation works with a total length of 15.3km was awarded to M/s JRF Services (U) Ltd at a contract sum of Ug shs 523,418,932 for a period of six months from 28th January to 4th August 2020. The completion date was revised twice with the first revision being 2nd October, 2020 and the second and final revision on 11th January 2021. The project had a defects liability period of three months ending on 13th April 2021.

The scope of works involved site clearance, opening and shaping, heavy grading, spot gravelling, drainage works (which included installation of culverts, excavation of side drains and offshoots; and raising of low spots) and erection of project identification sign posts. The contract was executed within the original contact price and second revised period. The graveled section of the roads were in was in a good motorable condition while those that were not graveled were defective.



The project had attained a financial progress of 70% as at 31st December 2021. The contractor had submitted one (1) IPC amounting to Ug shs 366,696,705 which was paid.

The progress of works was affected by: The COVID-19 lockdown imposed by GoU to contain the spread of the pandemic leading to an extension from the original contract end date of 4th August 2020 to 2nd October 2020; abnormally heavy rains in the months of August and September 2020 which resulted in flooding of some road sections along Okoboi-Akulony-Acinga road leading to temporary suspension of works and thus the second extension.



A defective ungravelled section along the Olekat-Matailong Road



A well graded and gravelled section of Okoboi-Akulony-Acinga Road

ii) Rehabilitation of Natoolo-Kikholo-Sakusaku road (5.6km) and Mabale-Wakamala road (5.5km) in Bududa District

The contract for the rehabilitation works with a total length of 11.1km was awarded to M/s Star Engineering Service Ltd at a contract sum of Ug shs 1,104,000,920 for a period of 8 months from 6th February to 5th October, 2020. The contract was extended for two (2) months and the revised completion date was pushed to 11th December 2020.

The scope of works involved site clearance, opening and shaping, heavy grading, full gravelling, swamp raising and drainage works which included installation of culverts, excavation of side drains and offshoots. By the end of December 2020, the contract had attained a physical progress of 50% against a time progress of 112.5%. None of the planned activities were completed. Site clearance was at 90%, heavy grading at 86%, and gravelling was at 27%. The slow progress of works as a result of: heavy rains in the region, the poor accessibility of the roads being worked on, the breakdown of the contractor's equipment; and absence of the contractor on site. At the time of monitoring in March 2021, there were no works ongoing.

The financial progress was estimated at 40% as at 31st December 2020. The contractor submitted one IPC amounting to Ug shs 448,121,611. Liquidated damages deduction had commenced on the 12th December 2020. The contractor needed to expedite the execution of the remaining works.



A well opened and formed ungravelled section at 1+800 on Mabale-Wakamala Road



Installed Armco culverts of 1.8m diameter at km 3+300 on Mabale-Wakamala Road

iii) Rehabilitation of Masagala-Bunyenyne Loop Road (4.3km) and Buligi Village Road (1.9km) in Butambala District

The contract for the rehabilitation works was awarded to -M/s Nasmaf General Contractors (U) Ltd at a contract sum of Ug shs 209,601,040 for a period of six months from 3rd March 2020 up to 2nd September 2020.

The scope of works involved site clearance, opening and shaping, heavy grading, gravelling, and drainage works which included installation of culverts, excavation of side drains and offshoots and raising of low spots. The contract was executed within the original contact price and period. By the time of monitoring that was done on 24th February 2020, the road was in a fair motorable condition however, the sides of the roads were overgrown with grass in some sections.

The financial progress was estimated at 100% as at 31st December 2020. The contractor submitted one (1) IPC amounting to Ug shs 179,489,513 which was paid.



A graveled section of Masagala-Bunyenyne Loop Road (4.3km), works done under the rehabilitation contract



iv) Rehabilitation of Rwenkumba–Mukonomura-Buhara Road (5.7km), Mukonomura- Kasindikwa (2.0km), Kasindikwa-Lake Saaka Access (1.3km), Kyamukube–Hamuzigiti–Busoma–Hamabale-Karago (3.0km), and Hakigere–Kalyango-CanonApollo (3.0km) in Kabarole District

The contract for the rehabilitation works of the five roads in Kabarole District, totaling 15.0km was awarded to M/s Seeco Hardware and General Construction Ltd at an original contract sum of Ug shs 878, 185,500 for a period of seven months. The works commenced on 10th February 2020 and were completed on 9th September 2020. The supervision of works was done by MoWT.

The scope of works was as follows:

Cluster 1: Rwenkumba – Mukonomura - Buhara Road (5.7 km), Mukonomura - Kasindikwa (2.0 km), and Kasindikwa - Lake Saaka Access (1.3 km) roads involved site clearance, heavy grading, surface drainage (side drains, and offshoots), installation of 92m of 600 diameter concrete pipe culverts and construction of end structures, cutting of rocky slopes, and 3,240m³ of spot gravelling works.

Cluster 2: Kyamukube – Hamuzigiti – Busoma – Hamabale - Karago (3.0 km), and Hakigere – Kalyango - Canon Apollo (3.0 km) roads involved site clearing and grubbing, opening and shaping, heavy grading, surface drainage works (including side drains, offshoots, and catch water drains), installation of 66m of concrete pipe culverts and 7m of 1500mm diameter metal Armco culverts, construction of culvert end structures using stone masonry, and 2,160m³ of spot gravelling.

The physical progress by the end of Q2 was at 100% as planned. The roads were in a good motorable condition

The financial progress was estimated at 80.64 % against the planned 100% as at 31st December 2020. The contractor submitted three (3) IPCs amounting to Ug shs 877,917,899, of which Ug shs 707,940,636 was paid.



Rwenkumba–Mukonomura-Buhara Road (5.7 km) after the rehabilitation works



Mukonomura-Kasindikwa (2.0km) Road was rehabilitated under the contract



v) Rehabilitation of Nakiwulo-Kitayundwa Road (7.8km), Wakalumba-Wako-Buwaiswa Road (3.5km), Buwudha-Busutwa-Kayabya-Busanga P/S-Bukose-Budhumbula (4.8km), Kaima-Kirondo-Busubo Zone (3.5km) in Kamuli Municipality

The contract for the rehabilitation works of the four (4) roads in Kamuli Municipality totaling to 19.6 km was awarded to M/s Jofah Associates Ltd at a contract sum of Ug shs 965,947,410 for a period of 7 months from 30th January to 30th August 2020. The contract was extended for 68 days pushing the end date to 7th November 2020. The supervision of works was done by MoWT.

The scope of works of works entailed: site clearance, heavy grading, drainage works and spot gravelling. All the activities had been completed within the revised project period and the contract was completed by the end of December 2020. The road works were fair although the maintenance interventions needed to be undertaken to keep them in a good state as some of the drainage structure were already getting blocked by silt. The project had attained a financial progress of financial progress is 89.3%. Two IPCs amounting to Ug shs 863,056,342 were paid to the contractor.

Much as the contract was completed in time, there were challenges which were experienced, and these included: heavy rains which hindered progress of works; COVID-19 pandemic, sugarcane trucks that damaged the works; and delayed payment of IPCs.



A swamp raised section along the Kamia-Kirondo-Busubo Zone Road at km 1+600.



A silted culvert installed along Nakiwulo-Kitayundwa Road at Km 3+500.

vi) Rehabilitation of Kiiya-Kasaala-Bukusu-Ngogolo (3.4km), Nakakono-Kyampisi (5.9km), and Kyampisi-Sombwe-Kyambogo (5.6km) Roads all in Luweero District

The contract for the rehabilitation works of the three roads in Luweero District, totaling 14.9km was awarded to M/s ACT (U) Limited at a contract sum of Ug shs 510,442,630 for a period of 6 months. The contract commenced on 10th February 2020 and was expected to end on 17th August 2020. The completion date was revised to 17th October 2020.

The scope of works for the three roads involved site clearing and grubbing, opening and shaping, heavy grading, surface drainage works (including side drains, offshoots, and catch



water drains), installation of cross culverts (8lines on Kiiya–Kasaala – Bukusu - Ngogolo Road, 11 lines on Nakakono – Kyampisi, and 3 lines on Kyampisi – Sombwe - Kyambogo Road), Swamp raising of 60m sections on both Nakakono – Kyampisi road and Kyampisi- Kyambogo Roads, and full length gravelling of all roads (14.9km). By the end of Q2, physical progress was at 100% as planned. The roads were in a good motorable condition with well graveled surfaces, however the sides were overgrown with grass especially on Nakakono – Kyampisi road which limits the visibility of motorists.

Progress of works was majorly affected by heavy rains and the COVID-19 lockdown that restricted movements of project staff and handicapped the execution of works.

Financial progress was estimated at 97.5% against the planned 100% as at 31st December 2020. An advance payment of Ug shs 102,088,526 was paid to the contractor prior to the commencement of works. In addition, the contractor submitted a total of two (2) IPCs amounting to Ug shs 384,644,220 which were approved and paid.



A swamp section from Ch 5+500 to Ch 5+560 on Kyampisi–Sombwe–Kyambogo Road(5.6km) was raised by 0.6m



One of the 600mm diameter concrete culverts installed on Kyampisi–Sombwe–Kyambogo Road

vii) Rehabilitation of Buwangani-Sikunga Road (4.0km), Buwangani–Butooto Road (3.0 km) and Masaka-Magode Road (5.8km) in Manafwa District

The contract for the rehabilitation works of the three roads, with a total length of 12.8km was awarded to M/s BAP Engineering Co. Ltd at a contract sum of Ug shs 662,093,280 for a period of seven (7) months from 6th February 2020 to 5th September 2020. The completion date was later revised to 5th October 2020. The supervision of works was done by MoWT.

The scope of works entailed: site clearance, heavy grading, full gravelling, swamp raising, and drainage improvement. By the end of December 2020, the only completed activity was site clearance. Achievement of progress of other activities was: heavy grading – 81%, culvert installation – 50% and gravelling – 45%. The overall physical progress was at 60% against a time progress of 129%. The quality of works was fair. There was need for the Ministry to provide Armco culverts of 1500mm diameter in some road sections.



The financial progress of the project was at 0% as the contractor had not raised any IPC. The performance of the contractor was poor and the supervising team had recommended the payment of liquidated damages with effect from 6th October 2020. The project progress had been negatively affected by the poor accessibility to the roads, break down of the contractor's equipment and heavy rains coupled with the hill terrain.



A well graveled section of Buwangani-Butooto Road at Km 0+400



A rocky section of Buwangani-Sikunge Road at Km 2+300

viii) Rehabilitation of Wandegeya-Kikandwa-Kayanja Road (9.8km) in Mayuge District

The contract for the rehabilitation works of the roads was awarded to M/s Apogee Logistics Ltd at a contract sum of Ug shs 487,443,250 for a period of six (6) months from 7th February to 6th August 2020. The completion period was extended by five (5) months to a revised end date of 6th January 2021. The supervision of works was done by MoWT.

The scope of works entailed: site clearance, heavy grading, spot gravelling and drainage improvement. By the end of December 2020, the major activities including clearing and grubbing, shaping, culvert installation, and fill were completed. The remaining works included gravelling critical sections and construction of culvert end structures. The overall physical progress was at 90% against a time progress of 95%. The quality of works was fair.

The setbacks and their remedies experience on the project were: stoppage of works by National Forestry Authority (NFA) for about 4km - the MoWT undertook an environmental assessment and was cleared by NEMA to proceed with construction; failure by NFA to clear the contractor to expand the road in the forest section - the contractor was instructed to work within the existing road corridor; and restrictions of movement due to Covid-19 pandemic mitigation measures - the contractor was issued a clearance by the MoWT to proceed with works.

The financial progress of the project was estimated at 31.1% by 31st December 2020. The contractor had raised only one IPC amounting to Ug shs 151,643,275, which was paid.



A well graveled section at the start of the contract road.



A raised section in the swamp Km 3+900 with culverts whose end structures were not yet constructed.

ix) Rehabilitation of Timuna-Lugogo Road (8.0km) and Kibale-Kikamulo Road (1.8km) in Nakaseke District

The contract for the rehabilitation works of the two roads, totaling 9.8km was awarded to M/s DKW Construction Company Ltd at an original contract sum of Ug shs 431,514,200 for a period of 6 months. The contract sum was later revised downwards to Ug shs 414,891,217. The contract commenced on 20th February 2020 and was expected to end on 20th August 2020. The completion date was later revised to 27th November 2020. The supervision of works was done by MoWT.

The scope of works entailed: site clearance and grubbing of large trees and tree stumps; widening of the road, heavy grading, and shaping; opening of surface water drains (Side drains, catch water drains, toe drains, and offshoots); installation of 11 lines of 600mm diameter concrete cross culverts on Timuna-Lugogo Road and 4 lines of 600mm diameter and 2 lines of 900mm diameter cross culverts on Kibale - Kikamulo road; filling of swamp section from Ch 7+000 to Ch 8+000 on Timuna - Lugogo road; and full length gravelling of both roads(9.8km). The physical progress by the end of Q2 was at 100% as planned. The roads were in a good motorable condition with well graveled surfaces

The financial progress was estimated at 97.5% against the planned 100% as at the end of December 2020. The contractor submitted a total of three (3) IPCs amounting to Ug shs 404,518,936 which were all approved and paid.



Timuna-Lugogo Road (8.0km) after the rehabilitation works



Double lines of 900mm diameter concrete culverts installed on Kibale - Kikamulo Road

x) Rehabilitation of Nakitoma-Nabiswera Road (10.4km) in Nakasongora District

The contract for the rehabilitation works was awarded to M/s Wim Services Limited at a contract sum of Ug shs 395,397,444 for a period of 6 months from 2nd March 2020 up to 2nd September 2020. The completion date was later revised to 2nd November 2020.

The scope of works for Nakitoma-Nabiswera Road (10.4km) involved site clearance, opening and shaping, heavy grading, 219m³ of spot gravelling and drainage works which entailed digging of side drains, catch water drains, offshoots, and installation of 160m of 600mm diameter concrete culverts with stone masonry end structures.

By 31st December 2020, physical progress was estimated at 85% against a planned progress of 100%. By 22nd February 2020, the road was in a good motorable condition with a few low lying sections that had deteriorated due to ponding of surface runoff. These section require raising and more culvert crossings. Generally, the project performance was affected by the heavy rains and the delayed payment of the contractors' IPCs. Additionally, the works were affected by the Corona (COVID19) pandemic that occasioned movement restrictions and handicapped the execution of works.

The financial progress was estimated at 50.3% against the planned 100% as at 31st December 2020. The contractor had submitted one (1) IPC worth Ug shs 199,147,514 which was approved and paid.



A gravelled section of Nakitoma-Nabiswera Road



600mm diameter concrete culvert with end structures installed on Nakitoma-Nabiswera Road

xi) Rehabilitation of; Walawenji-Mukwana Tc Road (2.0km), Mukwana P/S-Son Ogwang (2.8km), Mukera-Matindi T/C (5.0km), Puwele Lwiza-Kainja (2.2km) and Poyo-Suguda (3.5km) in Tororo District

The contract for the rehabilitation works with a total length of 15.5km was awarded to M/s Coreplus Logistics Ltd at a contract sum of Ug shs 854,140,699 for a period of 7 months from 8th February to 7th September, 2020.

The scope of works entailed site clearance, heavy grading, drainage works and spot gravelling. All the project activities including: clearing and grubbing; removal of top soil; removal and grubbing of large trees and tree stumps; shaping of road formation by heavy grading, culvert installation, fill in swamps and gravelling were completed on 18th August 2020. The contractor completed all works in the Contract by the 18th August 2020 and they were of good quality.

The contract value of work certified by the end of December 2020 was Ug shs 854,098,947 of which Ug shs 634,657,096 was paid. The contract had thus attained a financial progress of 74.3% against a planned of 100%. Despite completing the works ahead of time, the contract had faced challenges which included: heavy rains and floods that destroyed some of the works; the lockdown due to COVID-19 pandemic which slowed down works; limited quantities of some items including gravel and culverts; and limited cash flow due to delayed payments by the MoWT.



Low Cost Seal Component

The main objective of the low cost sealing technology is to improve all weather rural accessibility and reducing gravel loss on low volume roads. The project is entirely funded by GoU.

Low Cost sealing of Kasozi - Kifampa Road (13.0km) in Gomba District

The project was implemented in two sections and the scope as detailed below:

Section A: (km 0+000 - 9+000) starting from Kifampa

The contract for the civil works of section A was awarded to M/s Mogen Enterprises Ltd at Ug shs 6,376,128,357 for a period of 9 months. The contract price was later revised to Ug shs 7,277,655,255 (14.14 % increase) due to increase in the quantity of drainage works needed to protect the road pavement. The project commenced on 4th May 2020 and was initially expected to end on 11th February 2021. The contractor was however given a time extension for three months to 11th May 2021 to compensate for the time lost due the COVID-19 lockdown and interruptions arising from inclement weather. The management and supervision of the contract was done by MoWT with a facilitation cost of Ug shs 20,000,000.

The cumulative physical progress was estimated at 63.12% against a planned 77.86 % for a time lapse of 78% by the end of December 2020. The project was therefore behind schedule.

The cumulative financial performance was estimated at 39.38 % against a planned of 63.12% indicating a lag of 49.69%. The contractor submitted two (2) IPCs amounting to Ug shs 1,590,973,654 of which Ug shs 1,141,006,688 was paid by end of December 2020. The contractor also received an advance payment of Ug shs Ushs. 1,275,225,671.

The performance of the project was affected by the COVID-19 pandemic outbreak which delayed commencement of works due to the lockdown; inadequate scoping of the project with variation between Bills of Quantities (BoQs) items and the actual required work on the ground; and heavy rains that disrupted earthworks.



Section B: (km 9+000- 18+000)

The contract for the civil works of section B was awarded to M/s Empa Associates Ltd at Ug shs 4,673,969,525 for a period of 9 months. The contract price was later revised to Ug shs 5,295,740,493 (13.25 % increase). The project commenced on 4th May 2020 and was initially expected to end on 11th February 2021. The contractor was however given a time extension for 3months up to 11th May 2021 to compensate for the time lost due the COVID-19 lockdown and interruptions from inclement weather. The management and supervision of the contract was done by MoWT with a facilitation cost of Ug shs 20,000,000.

The cumulative physical progress was estimated at 60% against a planned 75% for a time lapse of 78% by the end of December 2020. This section was as well behind schedule.

The activities completed for the two sections were: Site preparatory works, setting out and clearance works, earthworks, drainage / structural works (culvert installations), and gravelling works (sub base). The pending works included stone pitching works for the side drains, building of base layer, priming and laying of asphalt concrete.

The cumulative financial performance was estimated at 38.51 % against a planned of 60.0% indicating a lag of 21.49%. The contractor submitted two (2) IPCs amounting to Ug shs 2,415,706,531 of which Ug shs 1,712,467,352 was paid by end of December 2020.



Stone pitching of side drains were ongoing along a primed section of Kasozi-Kifampa Road, Section A



Excavation of a French drain in a swamp section along section B of Kasozi-Kifampa Road

Low-Cost Sealing of Selected District Roads; Lot 5: Bufulubi–Kyando–Buyemba Road Section B (5.6km) in Mayuge District

The contract for civil works was awarded to M/s CME Enterprises Ltd and a contract price of Ug shs 3,591,546,705 for a period of six (6) months from 11th May to 11th November, 2020, which was extended for 20 days to 7th December, 2020. The works were supervised by the MoWT.

The overall physical progress was at 100% as at the end of December 2020. This was achieved because the contractor increased work rate on the sealing and ancillary works. The following



activities were completed: raising of swamps along the road; construction of subbase, modifying of base layer with lime; installation of 23 lines of concrete pipe culverts (17 lines of 600mm, 6 lines of 900mm) across the road and concrete pipe culverts across the road and 1 line of 600mm culvert as access along the road, sealing of all the 5.6km of the road; construction of stone pitched side drains; and installation of 12 standard road signs. The quality of work was satisfactory.

The financial progress as at the end of December 2020 was estimated at 62%. The contractor had been paid advance payment amounting to Ug shs 718,309,341 and one IPC valued at Ug shs 1,527,861,735. Payment of the completion payment certificate amounting to Ug shs 1,193,472,849 was yet to be effected.

Despite being implemented within the stipulated contact time, they were challenges faced which affected progress of works. These were: the COVID-19 pandemic and associated management measures; delayed access of some sections of the road as there were brick making activities taking place in the road reserve; and the heavy rains in the months of July, August and September , 2020.



A sealed section of the road with stone pitching of side drains on both sides of the road at km 0+000



A sealed section at km 5+200 with edge breaking beginning to fanifest on the LHS of the road

Probbase Component

The GoU under Ministry of Works and Transport (MoWT) allocated funds for piloting the use of PROBbase Technology for construction of roads in Uganda. The overall objective of the pilot project is to promote the use of non-conventional road construction technologies in Uganda, with a view of reducing road construction and maintenance costs while ensuring environmental sustainability.

The contract for the pilot was awarded to M/s Probbase Manufacturing SDN BHD (PMSB) of Malaysia in a joint venture with M/s Abubaker Technical Services and General Supplies Limited (ATSGSL) of Uganda as the local contractor at a total of Ug shs 45,349,361,632 for a period of twelve (12) months commencing on 1st July 2019 with an expected end date of 20th August 2020.



For this pilot, the scope of works involved: design and construction of the Kayunga–Nabuganyi (20.2km) and Nansana–Kireka-Bira Road (4.8km) in Kayunga and Wakiso districts respectively; monitoring the performance of the roads against those constructed using conventional methods in accordance with set performance criteria; and on successful performance, develop national standards for the Probase technology and roll it out to other parts of the country.

During the FY2020/21, the project had a budget allocation of Ug shs 50.15bn of which Ug shs 19,179,252,344 (38.2%) was released and Ug shs 16,262,553,610. This was a poor financial performance. This poor performance was attributed to the slow physical progress on the project. Therefore, the project was unable to absorb the finances as allocated to it.

The financial performance of the contract was estimated at 36%. The contractor submitted a total of six IPCs (including 35% advance payment) amounting to Ug shs 22,113,264,132, of which Ug shs 16,262,553,610 was paid.

Cumulatively the physical progress was estimated at 41% against a planned of 100%. The project was therefore behind schedule. The performance of the project was affected by the unforeseen adverse subsurface conditions encountered in the swamp sections beyond the technology scope which necessitated swamp treatment and hence a variation in the quantities, adverse weather conditions in form of abnormal rainfall experienced and weak relation within the Joint Venture contractor.

The contractor had achieved 4km of first seal, 2km of second seal. Swamp treatment; side drain construction and subbase and base preparation were ongoing at various locations along the Kayunga–Nabuganyi road. The contractor had also mobilised equipment and setting up the camp for the Nansana–Kireka-Bira Road.



Stabilised base awaiting the first seal along Kayunga–Nabuganyi Road



Finished road with side drain construction ongoing along Kayunga–Nabuganyi Road

Conclusion

The overall performance of the Community Road Improvement Project was very good with 95% of the half year targets achieved by 31st December of 2020. This was mainly attributed to the rolling over from the previous FY of the majority of the activities implemented. These projects had majorly been affected by the lockdown due to COVID-19 pandemic, inadequate releases and heavy rains which cause flooding leading to destruction or stoppage of works.



Implementation challenges

- Rains in the first and second quarter disrupted works on projects in the construction phase.
- Delays arising from designs and procurement of materials which is done centrally at the MoWT headquarters.
- Insufficient funds released at the start of the activities (FY 2019/20) to commence works.

3.2.1.2 Urban Roads Resealing Project (URRP)

Urban roads deteriorated dramatically during the 1970s and early 1980s, largely due to lack of maintenance. This arose due to the dwindling resources and poor management in the urban authorities. Since 1987, concerted efforts have been made to rehabilitate and repair some of the major roads and streets within Kampala City. During phase I, which ended in 1989, 41km of bitumen roads were rehabilitated in Kampala financed by EU and KCC.

In 1991, the Japanese Government extended a grant of USD 2.4 million to the GoU in form of construction plant and equipment spares for rehabilitation of urban roads. Consequently, the JICA II Urban Roads Resealing Project was constituted and charged with the implementation of the dilapidated roads in the urban centres of Uganda. The GoU through the annual budget provisions of the Ministry provided operational funds.

Four urban councils were selected each financial year, one from each region of the country, that is, North, East, West and Central. Each benefitting urban council was required to counter fund the operations with at least Ug shs 50 million from their local revenue. A total of 164 km was rehabilitated in 54 urban centres while using the force on account implementation strategy in the second phase.

The third phase of the project started on 30th June 2011 and is expected to end on 30th June 2021. The MoWT is the implementing agency represented on site by the Urban Roads Resealing Unit. The Unit Manager is the works supervisor and is assisted by a team comprising of a Civil Engineer, Mechanical Engineer, Site Clerk, Surveyor and Quality Control Teams.

In August 2012, the Urban Roads Resealing Programme was allocated part of the new equipment purchased by the GoU under the Chinese Exim Bank loan of US\$ 100 million. Under this new method of project operation which started in the FY2013/14, no co-funding was to be requested from the urban councils as had earlier been the practice of contributing Ug shs 50 million. The role of urban councils is now limited to selection of the roads to be constructed and monitoring the works progress. All the project inputs like construction materials, fuel, etc. are procured centrally by the MoWT.

The project objectives are to: create a better working environment by reducing mud and dust in urban areas; reduce vehicle operating costs and transport charges; improve traffic movement and circulation within urban areas; and attract the investment in urban areas to boost the economy.



The project is funded by the GoU.

The MoWT through budget provisions under Project Code 0306 - Urban Roads Resealing, rehabilitates and upgrades to bitumen standard road networks in at least three (3) Urban Councils in the country every financial year. Other works undertaken arise from GoU directives and pledges to construct tarmac for Government Institutions and Agencies. The project implements some of H.E the President's directives/interventions on the bituminized road maintenance and rehabilitation works outside the UNRA mandate and beyond the scope of District Local Governments.

In FY2011/12, the Urban Roads Resealing Project was conceived and incorporated into the Project Investment Plan (PIP) as a successor project to the earlier JICA II Urban Roads Resealing Project which started in 1991 under the Ministry of Local Government and later transferred to the then Ministry of Works, Housing and Communications. The project proposal covered a time frame of nine (9) years (FY2011/12 – 2019/20) with a total project cost of Ug shs 134.42bn and a planned output of 107.9km of urban roads tarmacked. The project has since commencement but under-funded. It is only in the FY2018/19 that the project IPF was at least 87% (Ug shs 15.10bn) of the originally planned annual budget Ug shs 17.42bn. Consequently, the total cumulative funds released for the project up to FY2018/19 amounts to Ug shs 37.04bn (33.1%) against an originally planned project cost of Ug shs 112.07bn for the same period.

In 2012, following H.E the President's directive that the maintenance and rehabilitation of the DUCAR network should be executed using the Force Account mode of implementation, the GoU secured a grant from the Exim Bank of China for the procurement of road construction equipment for the Districts and the MoWT. However due to the poor equipment performance under this grant, another equipment grant from the Japanese Government worth Ug shs 318bn was secured in 2016. The Urban Roads Resealing Project was allocated two new bitumen sprayers for undertaking tarmac road construction works.

In the FY 2020/21, the Urban Roads Construction and Rehabilitation component had an approved annual budget of Ug shs 13.24bn from the GoU. This decreased by 30.68% from the previous FY 201/20 budget of Ug shs 19.1bn. By 31st December 2020, Ug shs 7.65bn (57.8% of approved budget) was released of which Ug shs 7.64bn (99.9%) was expended. This was a very good financial performance.

The unit planned to construct, maintain, reseal and rehabilitate a total of 18.291km of roads; and construct a 2 stone arch bridge bridges of of 8m and 9m spans in the FY 2020/21. Planned activities in the FY 2020/21 included completion of the rehabilitation of: 6km of selected roads in the Municipal Councils of Mukono, Iganga, Busia and Lukaya; Malaba TC, (1.5km) - Phase 1; and outstanding works of selected roads in Mityana MC (0.45km).

The unit also planned to complete the upgrading to bitumen standard of selected roads in: Lyantonde TC - Phase 2 (2.0km); Kapchorwa MC - Phase 3 (1.2km); Bugembe T.C - Phase 2 (1.8km); Sebowa road (1.0km) in Makindye Sabagabbo MC; Kaliro TC (2.80km) on Wako-



Muloki and Alice Muloki road; Kibuku TC - 1.0km; Kafungo - Kiganda road (1km) in Mirama T.C; and Kikalala Dreampower road (1.0km) in Lwamata TC.

In addition to this was the completion of: the construction of two (2) stone arch bridges in Kisinga TC - Phase 2; detailed engineering designs for 6km of selected urban roads; undertaking quarterly monitoring and inspections of works in urban councils; and provision of an urban roads database (to web access standards and maintenance).

The semi-annual annual performance of the Urban Roads Resealing Unit in FY 2020/21 is summarised in table 3.4.

Table 3.4: Semi-Annual Performance of the Urban Roads Resealing Unit Project by the end of December 2020

Activity/Project - (Annual Plan)	FY 2020/21 Budget Allocation (Ug shs)	Annual Target	Cum. Physical Progress by Dec. 2020	Weighted Physical Progress	Remarks
Completion of Upgrading to bitumen standard of Bulindo – Nakwero road section (2.9km) in Kira M.C.	2,296,263,958	100	95	17.036	Physical works were at substantial completion
Completion of outstanding works on Gayaza High School - 0.5km	350,000,000	100	88	2.405	Physical works were on-going with 88% cumulative physical progress
Construction of 8m span by 2.5m deep stone arch bridge on River Rwembyo and 9m span by 2.3m deep stone arch bridge on river Nyakatsya in Kisinga T.C - Phase 2	200,000,000	100	90	1.406	Physical works were at substantial completion
Upgrading to Bitumen standard Kyamera, Ntabazi, kijjukizo and Ngobya roads in Lyantonde Town Council – 1.200km (DBST)	1,000,000,000	100	68	0	Physical works were ongoing at 68% cumulative physical progress
Completion of outstanding works on Mityana MC roads - (Kiyudaya Katovu circuit – 2.16km)	596,796,871	100	80	3.728	Drainage works were ongoing with 80% cumulatively progress
Upgrading to Bitumen Standard of selected Urban roads in Kaliro T.C, 1 km long, (Wako - Muloki - Alice Muloki road), (Double bituminous surface dressing - DBST)	1,000,000,000	100	0	5.076	Physical works were at 65% cumulative progress.



Activity/Project - (Annual Plan)	FY 2020/21 Budget Allocation (Ug shs)	Annual Target	Cum. Physical Progress by Dec. 2020	Weighted Physical Progress	Remarks
Rehabilitation of selected roads in Lukaya TC - 1.0km (Old Juma and CBD roads)	1,000,000,000	100	0	0	Physical works started in Q3 FY2020/21 and were at mobilisation stage
Upgrading to bitumen standard Urban Roads in Kapchorwa M.C Phase 3 – (Chebrot road 1.2km section, Double bituminous surface dressing - DBST)	1,250,000,000	100	0	0	Phase 3 works started in Q3 FY2020/21 with materials mobilisation on site.
Upgrading to bitumen standard Fr Bob, stadium rd in Bugembe Town Council – 2 nd Phase, 1.3km long, (Double bituminous surface dressing - DBST)	1,200,000,000	100	0	0	Designs and procurement were ongoing. Physical works were to start in Q4 FY2020/21
Upgrading to bitumen standard of Spring Road (1.0km) in Malaba TC	1,020,000,000	100	0	0	Designs and procurement were ongoing. Physical works were to start in Q4 FY2020/21
Upgrading to Bitumen Standard Kikalala Costa Gitta roads in Lwamata T.C, 1.0km long, (Double bituminous surface dressing - DBST)	800,000,000	100	0	0	Designs and procurement were ongoing. Physical works were to start in Q4 FY2020/21
Upgrading to Bitumen Standard of selected Urban roads in Kibuku T.C, 1.1km long, (Double bituminous surface dressing - DBST)	1,100,000,000	100	0	0	Designs and procurement were ongoing. Physical works were to start in Q4 FY2020/21
Periodic maintenance of 3.931km roads in Ibanda Municipal council	992,159,129	100	0	0	Physical works were planned to start in Q4
Overall weighted physical progress				29.65%	Fair Physical Performance

Source: Author's Compilation

The project overall physical performance was fair at an estimated 30% of the annual targets (60% of the half year target). The fair performance was majorly contributed by about 40% of the projects being implemented which were spilling over from the previous FY. The performance was mainly affected by: delays in procurement; the prolonged heavy rains in the first half of the FY, insufficient funds released in the first half of the FY to undertake designs. The project achieved at total of 3.12km (15.8%) of sealed roads out of the annual target of 19.75km.



Only six projects (46%) had the physical work ongoing with two of these under substantial completion. That is the upgrading to bitumen standard of Bulindo – Nakwero road section (2.9km) in Kira MC; and the construction of 8m span by 2.5m deep stone arch bridge on River Rwembyo and 9m span by 2.3m deep stone arch bridge on river Nyakatsya in Kisinga T.C - Phase 2. Five projects (39%) had their designs and procurement ongoing with physical works slated to commence in Q4 while two projects (15%) were planned to commence in Q3.

Observations

Rehabilitation Works on Kaliro Town Council Roads in Kaliro District: The project being implemented by the use of force account had been planned on a total length of 1km on Wako-Muloki- and Alice Muloki roads at a total cost of Ug shs 1 billion. However, the scope of the roads to be worked on changed as the original two (2) roads were contracted by the MoWT, and five (5) roads links were adopted totaling to 1.166km. The new scope of works involved: surfacing of 5⁶ road links with double bituminous surface dressing. All roads had a carriageway width of 7m.

The works commenced on the 28th September 2020 and were estimated to be implemented in six (6) months. Works on all the road links had reached up to the base course which had been primed. Pending works were majorly the application of the first and second seal bituminous surface treatment and drainage improvement works. The progress of works was estimated at 65% as at the end of December 2020. The project was however affected by the heavy rains in the months of September and October 2020 which disrupted works causing delays; the change in the scope of the roads to be worked on as implementation had commenced on the original two roads; delayed release of funds to the implementing unit.



A primed section of the Luta Road



A primed section of the Lubogo Road

Upgrading to Bitumen standard Kyamera, Ntabazi, and Kijjukizo roads in Lyantonde Town Council – 1.54km (DBST): The project was estimated to cost Ug shs 1,440,467,000. The project commenced on 5th June 2020 and was initially expected to last for seven (7) months till 5th January 2021. The project duration was later revised to nine (9) months till March 2021. The project was implemented using Force Account. Cumulatively, the physical progress was

6 Nabwanda (0.154km), Nkume (0.381km), Luta (0.081km), Lubogo (0.437km) and Mwera (0.113km)



estimated at 61% against a planned 75% and so the project was behind schedule. The under performance of the project was attributed the COVID-19 pandemic that affected the execution of project activities at the start. Additionally, the project did not receive operation funds in Q4 FY 2019/20 which handicapped project implementation in the first place.

The cumulative progress of activities by end of December 2020 was as follows: site clearance and road formation works at 100%, subbase and base graveling works at 134%, lime stabilised base construction works at 100%, surface priming works at 125%, application of 1st bitumen sealing works at 131%, culvert installation works at 75%, and side drainage construction using stone pitched masonry at 60%. Application of 2nd bitumen sealing works was at 0%.

The financial performance of the project was at 68.3% of the total project budget. A total of Ug shs 606,032,010 was expended on the project during the half year period including materials supplies and labor.



Construction of side drains using stone pitched masonry along Kijjukizo Road



Kijjukizo Road after receiving the first seal of double bituminous surface dressing (DBST)

Upgrading to Bitumen standard the Extension to the Access Road to Busoga College Mwiri (1.54km) in Kakira Town Council: The project was estimated to cost Ug shs 1,691,408,370 and commenced on 15th February 2020 with an initial duration of seven (7) months and an end date of 30th September 2020. The period was later revised to ten (10) months. The project was implemented using Force Account. The scope of works entailed upgrading to bitumen standard of the extension to the access road to Busoga College Mwiri for a length of 1.54km up to the junction with Jinja –Iganga Highway. Extra road works were covered on the access roads within Mwiri Primary School (0.2km). This was done in lieu of the accommodation and security of the project materials and equipment.

Cumulatively, the physical progress was estimated at 78.75% against a planned 100% by 31st December 2020. Completed activities along the entire stretch of 1.54km included: site clearance and earthworks/road formation works; gravelling works for the subbase and base course layers; lime stabilized base construction; application of the first bitumen surface sealing; and cross and access culvert installation works of with 900mm and 600mm ARMCO pipes. Construction of side drains using stone pitched masonry was ongoing at about 25% progress and the application



of the second seal had not yet commenced although all the material for the activity had been mobilized.

The project had attained a financial progress of 80.06% against a planned of 100%. There were expected additional funds amounting to Ug shs 284,500,000 to cater for the works done on the access road inside the Mwiri Primary School (1,055m²), asphalt surfacing of 250m² (at junction with Jinja - Iganga highway) and for the rock outcrop mining done at chainage 0+950 to 1+200.

The project setbacks which affected the planned implementation period of the project by stretching its implementation upto March 2021. These were majorly: the COVID-19 Pandemic with the resulting lock down and restrictions which affected the smooth flow of the project from March to July 2020 when restrictions were eased; the non release of operation funds in Q4 of the FY2019/20; heavy rains between February and April 2020; delayed procurement of materials – lime and aggregates; and untimely withdrawal of the force account equipment units.



Stone pitching works at km 0+300



The asphalt surfacing at the Jinja –Iganga Highway

Conclusion

The overall performance of the Urban Roads Resealing Project was fair with 60% of the half year targets achieved by 31st December of 2020. This was mainly attributed to the progress attained on six (46%) out of the 13 activities implemented with a physical progress above 60%. Four of the six were being carried over from the previous FY of which two (2) had attained substantial completion (over 90%). Delays in procurement is still a challenge to the program.

Implementation challenges

- Rains in the first and second quarter disrupted works on projects in the construction phase.
- Delays arising from designs and procurement of materials centrally at the MoWT headquarters.
- Insufficient funds released in Q2 for to commence some activities.



Overall MoWT Conclusion

The overall performance of the Roads Sub-sector in the MoWT was fair at 62.6%. This was attributed to the good performance of projects which had activities rolling over from the previous FY like the Community Roads Improvement Project. The overall performance was however mainly affected by: the prolonged heavy rains in the first and second quarter of the FY which disrupted works; and delays in procurement of service materials for force account units. It was observed that activities in the roads sub-sector have continued to be implemented beyond the stipulated timelines due to funding short falls especially after commencement.

3.2.2 National Road Construction/Rehabilitation (UNRA-Vote 113)

The mandate of UNRA is to develop and maintain the national roads network, advise Government on general roads policy and contribute to addressing of transport concerns, among others. The mission is “To develop and maintain a safe national roads network that fosters the economic development of Uganda⁷”. The national roads network has grown from 10,000km by June 2009 to about 21,010km by June 2020. The network increased by 154.43km to 21,010 from 20,856km in total lane length in the FY 2019/20⁸.

The UNRA executes its mandate under the National Roads Maintenance and Construction Programme (0451) following the rollout of the Programme Based Budgeting (PBB). This programme is a merger of the two programmes; National Road Construction/Rehabilitation (NRC) and National Road Maintenance - in the Output Based Tool (OBT) which both started in July 2008 with the establishment of the UNRA.

National Road Construction/Rehabilitation is funded by both the GoU and other development partners (donors) and it mainly undertakes works solely on paved roads and major bridges. The entire development budget of UNRA is allocated to this programme.

On the other hand, the National Road Maintenance is funded by the GoU through Vote 118-Uganda Road Fund (URF). It is carried out by the 23 UNRA stations across the country. The stations undertake maintenance works on all the national unpaved roads and minor repairs on paved national roads. Details of the findings for this programme are presented under the performance of the URF.

Overall financial performance of UNRA- Vote 113

The annual budget for the UNRA for FY 2020/21 is Ug shs 3,505.467bn which is Ug shs 513.60bn less than the annual budget for FY 2019/20, depicting a 12.8% budget reduction. The UNRA received 57.5% of the annual budget by the end of Q2, of which 87.6% of the release was expended as elucidated in the table 3.5. Hence, the overall release performance was very good while the expenditure was good at half year.

⁷ UNRA's magazine Issue No.33, January 2015

⁸ UNRA Annual Performance Report _2019/20

**Table 3.5: Financial Performance of the UNRA by 31st December 2020 (Ug shs billions)**

		Approved Budget (Ug shs billion)	Release (Q1-Q2) (Ug shs billion)	Spent (Q1-Q2) (Ug shs billion)	% Budget released	% Budget Spent	% Release Spent
Recurrent	Wage	71.105	35.553	34.416	50.0	48.4	96.8
	Non-wage	26.852	14.221	12.030	53.0	44.8	84.6
Development	GoU	1,724.552	912.125	805.303	52.9	46.7	88.3
	Ext Fin.	1,643.998	1,012.861	874.479	61.6	53.2	86.3
Total GoU		1,822.509	961.899	851.749	52.8	46.7	88.5
Total GoU + Ext Fin. (MTEF)		3,466.507	1,974.760	1,726.228	57.0	49.8	87.4
Arrears		38.960	39.360	38.748	101.0	99.5	98.4
Grand Total		3,505.467	2,014.120	1,764.976	57.5	50.3	87.6

Source: Quarter 2 -UNRA Report FY2020/21

GoU Budget Performance

The release performance was very good whereas the expenditure was good by the GoU at half year. Details of the unspent funds are presented hereafter:

- A total of Ug shs 53.759bn under the Development Budget budgeted for advance payment to contractors for mobilisation along Kira-Kasangati-Matugga, Najjanankumbi-Busabala and Masaka City town roads was not spent. Advance securities in respect to these projects were still under review by close of the quarter, however, these funds had already been spent by the end of January 2021.
- Additionally, Ug shs 29.118bn under the Development Budget meant for payments on IPCs and invoices was not spent as these were still under the approval process by close of the Q2. The IPCs and invoices were for Nakalama-Tirinyi-Mbale, Fort-portal-Hima, and Tirinyi-Pallisa-Kamonkoli projects among others.
- A total of Ug shs 1.137bn under the recurrent wage bill was unspent because the recruitment process was hampered by the COVID-19 lockdown. Therefore, the recruitment was suspended for about five (5) months. This in turn affected performance of the non-wage bill where Ug shs 309,108,417 under employer contribution to the Social Security and Retirement Benefits Scheme contribution was not spent.
- Furthermore, Ug shs 1.571bn under the recurrent non-wage bill was not spent. This was for payment of invoices for medical insurance which were still undergoing the approval processes.

Donor Budget Performance

Similarly, the release performance was very good at 61.6% (out of 50% target) while expenditure of the donor component was good at 86.3% (out of 100% target). The absorption was mainly boosted by the payment for the Loan Insurance and works under the Critical Oil Roads projects.



Arrears

Both the release performance and expenditure of arrears at half year was very good at 101% and 98.4% respectively. The unspent 1.6% (Ug shs 0.612bn) was for arrears relating to the remittances to East African Community Secretariat which was pending approval.

National Road Construction/Rehabilitation Programme (NRC)

The programme outcome is “A developed and well maintained national roads network that is responsive to the economic development needs of Uganda, is safe for all road users and is environmentally sustainable.” The indicator to this outcome is the percentage increase in the proportion of the paved national road network from fair to good condition.

The annual planned outputs for the programme in the FY 2020/21 on national roads were: upgrading of 400km of gravel roads to tarmac; reconstruction of 200km of old paved roads; and construction of 51 bridges of which 6 were to be completed. By the end of the first half of the FY, 180.76km equivalent (45.2% of the annual target) of unpaved roads were upgraded to paved bituminous standard; while 40.09 km-equivalent (20.1% of the annual target) of paved national roads were reconstructed/rehabilitated.

For the semi-annual performance, the programme was monitored under the following categories: five (5) road projects under upgrading, two (2) road under rehabilitation and one (1) bridges. Details of the performance of the projects are presented in table 3.6.

Overview of the monitored projects

I) Upgrading Projects

1) Civil works for the upgrading of Busega – Mpigi Expressway (23.7km)

The project for the construction of the Busega – Mpigi expressway (23.7km) is funded by the African Development Bank (AfDB) and Government of Uganda (GoU). The works contract was awarded to M/s China Civil Engineering Construction Corporation in JV with China Railway 19th Bureau Group (U) Ltd at a sum of Ug shs 547,543,072,124 inclusive of taxes. The project commenced on 22nd November 2019 and is expected to end on 21st May 2022 – equivalent to a duration of 30 months (917 days). The project was supervised by M/s Dohwa Engineering Co. Ltd in JV with IDCG Engineering Group in association with TB3 Global Ltd at a sum of USD 3,438,400 and Ug shs 3,128,700,000 exclusive of taxes.

The cumulative physical progress of the project was at 0.86% against a target of 13.31% at a time progress of 50.6%. The project was therefore behind schedule. The contractor has mobilised two site camps, concrete and asphalt batching plants and enough equipment for the works. Earthworks and rockfill within the accessible sections were ongoing. The performance of the project was poor and this was attributed to: slow mobilization of key project personnel and equipment due to the COVID-19 pandemic; delays in acquisition of the RoW which affected



progress of relocation of utilities and subsequently the works; and absence of an operational quarry which has affected rock fill activities within the swampy sections.

The cumulative financial performance of the civil works contract was at 3.27% against a planned of 16.78%. Cumulatively Ug shs 82,413,268,704.08 was paid to the contractor including advance payment and IPC 1.

The consultant submitted a total of 16 invoices amounting to Ug shs 8,073,259,616.89 (US\$ 1,836,378.67 and Ug shs 1,440,516,953.86) of which 10 invoices amounting to Ug shs 4,147,147,950.12 (US\$ 955,697.24 and Ug shs 695,303,316.85) was paid.

A total of 2,023 PAPs amounting to Ug shs 86,176,348,475 were valued, of which 1,312 PAPs (64.8%) amounting to Ug shs 56,296,416,420 were paid. The contractor has access to a total of 52% of the RoW of the project.

Important to note is that the sister project to this expressway (i.e. Kampala–Busega section; Lot 1) has not commenced; and is currently under procurement. Therefore, on completion of the Busega – Mpigi section; Lot 2, the road will not serve its intended objective because of lack of connectivity with Lot 1. Therefore, there is need to expedite the procurement of the contractor for Lot 1.

Key issues on the project

- i) The contractor does not have his own quarry and is buying dump rock from commercial quarries which are distant to the project.
- ii) The available borrow pits within the project vicinity will not produce the required volume of fill material. The contractor was still searching for more borrow pits.
- iii) Relocation of existing services has delayed progress due to delayed acquisition of the Right of Way.
- iv) After 12 months on the project, the contractor has only executed less than a fifth of the scope of works.

2) Kampala Flyover Construction and Road upgrading project: Lot 1 (Package 1: Clock Tower Flyover & Package 2: Nsambya –Mukwano Road)

The contract for the implementation of this project was awarded to M/s Shimizu – Konoike Joint Venture at a fee broken down in various currencies as follows: JPY 2,289,324,131; US\$ 43,638,836.52 and Ug shs 61,563,272,275. The project commenced on 4th May 2019 and the end date is 28th December 2021 (equivalent 907 days). The project is financed by the Japan International Corporation Agency (JICA) and Government of Uganda.

The major works of the Lot 1 of the project consist of the construction of bridges, road improvement, road widening, signalisation of roundabouts, and an underpass construction. Specifically, on completion, the project will have: The Clock Tower Flyover of 584m including



366m of five bridges; Shoprite Pedestrian Bridge - 72m; Clock Tower Pedestrian Bridge - 220m; Kibuli Pedestrian Bridge - 38m; Nsambya Underpass - 430m; New Clock Tower Square; Road Widening /Improvements: Total length will be 3,190m; and Junction Improvements (Shoprite, Clock Tower, Nsambya, Hospital and New Kibuli).

The contract for design update and supervision of works was awarded to Nippon Koei Co. Ltd and Eight-Japan Engineering Consultants Inc. in association with ICS Engineering & Environmental Ltd. The contract commenced on 19th March 2019 for a period of 60 months (inclusive of the defects liability period) at a fee broken down in various currencies as follows: US\$ 16,208,584, and JPY 956,366,008.

The cumulative physical progress of the project was estimated at 13.73% against a planned of 48.7% at a time progress of 62.68% (608 days). The project was therefore behind schedule. The underperformance on the project was attributed to delays in relocation of utilities, the outbreak of the COVID-19 pandemic associated with international travel restrictions for the Japanese staff affected decision making and inclement weather. The delay in signing the contract for the consultant which led to late issuance of commencement also affected the performance of the contract.

The following activities were achieved: 103m long box section of Nsambya Underpass structure was constructed, pavement layers on 220m long road widening works along Nsambya Road; 15m long box section and 27m outfall channel of St. Dennis Box Culvert were completed, piling works were ongoing with 24 out of 99 piles complete; all the piles were mobilised and are on site; detouring temporary drainage pipes were constructed, reconstructing the existing Pan Africa Drain, Queensway retaining wall and relocation of utilities were substantially complete.

The cumulative financial performance of the civil works contract was estimated at 23.38% against a planned of 63.7%. The contractor received a total of JPY 445,104,492.2 (19.4% of contract fee), US\$ 8,787,906.080 (20.1% of contract fee) and Ug shs 22,450,881,334(36.5% of contract fee). This is inclusive of 15% advance payment to the main contractor and a total of Ug shs 11,391,113,201 advance to the specialized contractors for relocation of utilities and four (4) IPCs certified by the engineer.

The consultant received US\$ 2,016,439 (12.4% of the contract fee) and JPY 74,252,772 (7.8% of contract fee).

A total of 181 PAPs valued at Ug shs 83,541,283,380 were assessed, of which 137 were paid a total of Ug shs 43,260,252,594. Of the 44 not yet paid; there were eight (8) claims for Uganda Railways Corporation (URC) with compensation value of Ug shs 20,178,003,500 (case in court; part payment was made to court) and three (3) claims of KCCA land with compensation value of Ug shs 4,399,263,820.



Key issues on the project

001) The contractor had not fully mobilised plant, equipment and manpower by 31st December 2020. This hampered the progress of works especially the underpass structures and diversion road works.

002) A total of six (6) claims consisting of interim claims for Extension of Time (EOT); costs incurred for ground breaking ceremony, additional costs due to late instruction to commence works, late land acquisition, late availability of access to site, variation of precast pipe culverts were submitted and were under review. These amount to a total of JPY 41,747,143, US\$ 1,132,556 and Ug shs 3,349,799,970 in financial claims and 385 days for EOT. These if approved will increase the cost of the project.

003) Delays in handing over the remaining land at Frokina International near Seroma may delay road extension works at the Nakivubo box culvert.

004) Delays by the consultant in handing over design details for the Link Road and needed land take to UNRA will affect completion of the works.

3) Capacity Improvement of the Kampala Northern Bypass Phase 2 (17km)

The contract for works was awarded to M/s Mota Engil Engenharia E Contrucao Africa, SA at an initial sum of Euro 67,394,566. The project is a co-financed by GoU, European Union (EU), and European Investment Bank (EIB).

The project has experienced severe time and cost overruns. The first revised project budget that was issued in October 2017 increased the project cost to Euro 106,480,753.07 (58% increment) and a second revised project budget of Euro 129,827,888.37 was submitted by the Supervisor's Representative in July 2020 and is under review by UNRA. These cost overruns have been attributed to: costs arising due to omissions in the tender design; issues with the tender design implementation; additional works; design change for ground treatment due to delayed access to site; and increase in general costs due to time extension arising from delayed access to site.

Similarly, the project duration was revised from the initial 36 months to 88 months. The project started on 14th July 2014 and is now expected to end on 22nd October 2021.

The cumulative physical progress was estimated at 82.9% against a planned 85.1% for a time progress of 88.9% by 31st December 2020 based on the revised program. The contractor completed: Sentema and Hoima interchange and these were open to traffic; Gayaza, Kyebando, Ntinda and Nalya interchange works, three foot bridges and the remaining road works which were abandoned due to reasons such as site access and relocation of utilities were in progress. The contract works were affected by: inclement weather that has affected the progress of earthworks; delayed access to the site due to design improvements; delayed relocation of public utilities; the outbreak of the COVID-19 pandemic that occasioned several travel restrictions, plus down scaling of the contractor's work force in order to observe the SOPs.



The cumulative financial performance was estimated at 83.5% against a planned 85.4% by 31st December 2020. A total of 65 IPCs amounting to Euro 118,985,382.19 was certified, of which Euro 109,849,784.24 was paid. A total of Euro 17,346,740 was paid to the contractor due to claims arising from delayed access to site, delayed relocation of utilities, and increased work quantities.

A total of 1,313 PAPs (82.6%) were paid Ug shs 75,557,619,515, of which 1,590 PAPs had an approved value of Ug shs 83,040,561,053.

The contract for the supervision of the works was awarded to COWI A/S, DK in association with COWI Ltd and PEC Ltd at a sum of Euro 6,829,378.89. An additional contract of Euro 5,495,159.61 was later awarded. The consultant has submitted 18 invoices amounting to Euro 8,681,809.17 and Euro 8,325,701.45 has been paid.

Key issues on the project

- i) The project suffered from inadequate ground investigation and poor quantification of works and as a result some of the items under the provisional sums section were under estimated. Following the design review, these quantities increased by 58% of the contract sum.
- ii) The costs associated with delayed acquisition of land required for project implementation, have become a major cost claim which was under review by the supervision consultant.
- iii) The contractor cumulatively submitted financial claims due to lack of access to site, delayed relocation of services and increase in quantities of swamp treatment amounting to Euro 49,239,798. However, the supervision consultant has so far approved Euro 10,515,848.99.
- iv) The project has suffered payment delays ever since the counterpart funding from EU was exhausted. The contractor's outstanding payment was EU 9,063,891.51. These delays will likely attract interest on delayed payments.

4) Kapchorwa-Suam (73 Km)

The contract for civil works was awarded to M/s China State Construction Engineering Corporation (CSCEC) Limited at a contract sum of Ug shs 316,784,092,512 inclusive of VAT. The works were to be implemented for a contract period of 36 months from 1st October 2018 to 1st October 2021 equivalent to 36 months but was revised to 40.5 months. The defects liability period is 12 months. The construction component of the project is entirely funded by the African Development Bank (ADB) /Fund while compensation of PAPs is effected by the GoU.

The supervision of works was awarded to LEA International Ltd, Canada in Joint Venture with LEA Associates South Asia Pvt. Ltd., India in association with KOM Consultant Ltd, Uganda at US\$ 1,620,650 and Ug shs 4,526,631,000 excluding taxes of US\$ 305,310 and Ug shs 440,385,300.

The physical progress was at 28.08% against the planned 61.16% by 31st December 2020.



Hence, the project was slightly behind schedule. The contractor was unable to achieve the targeted progress majorly because of: delayed compensation/land acquisition; inclement weather; increased scope, cost and time arising from the design review; and the outbreak of the COVID-19 pandemic.

Land valuation from the start of the project to Km 48 (65.8% of the project corridor) was completed with a total of 2,393 PAPs valued at Ug shs 22,724,062,906. For this section, 2,356 (98.4%) PAPs were paid a total of Ug shs 22,272,358,270 (98.0%). Compensation for the rest of the project corridor (Km 48 to 73) was still pending.

The financial progress was at 30.14% (cumulative) against the planned 56.16% as at 31st December 2020.

5) Rukungiri – Kihiki – Ishasha/Kanungu (78.5km)

The civil works contract of this project was awarded to M/s China Henan International Cooperation Group Co. Ltd (CHICO) at a sum of Ug shs 207,834,646,967 for a period of 36 months. The project commenced on 5th November 2018 and was initially expected to end on 5th November 2021. However, the contractor was given an extension of time (EOT) of 2.4 months due to abnormal rainfall. This set the revised project completion date as 17th January 2022.

The cumulative physical progress was estimated at 33.6% against a planned 62.7% for a time progress of 67.2% by 31st December 2020. The project was therefore behind schedule with a slippage of 29.1%. This was attributed to: poor programming by the contractor leading to slow progress; the effects of the COVID-19 pandemic such as international travel restrictions which delayed the contractor's mobilization of skilled work force and equipment/plant; the delay in acquisition of the Right of Way, especially in areas of high cuts and fills that required extra land uptake beyond the standard 30m RoW to enable benching works; abnormal rainfall which affected progress of earthworks construction; and delay in securing access to the bridge site at the Democratic Republic of Congo (DRC) border.

Cumulatively the contractor had 9km (11.38%) of the road surfaced in addition to ongoing works for the pavement layers, earthworks and drainage works.

The contractor failed to meet the contractual requirement to handover a substantially completed 40% road length within 60% of the contract time which elapsed on 23rd August 2020. However, with the installation of the asphalt concrete and Portland cement concrete batching plants, the physical progress is expected to steadily increase.

The cumulative financial performance was estimated at 27.97% against a planned 65.59% by end of December 2020; slippage was 37.62%. With the decline in achieved physical progress, there is a spill over negative effect in terms of achieved financial progress. The contractor had received advance payment amounting to Ug shs 28,508,860,045 and had submitted a total of eight (8) IPCS amounting to Ug shs 32,825,287,591 of which Ug shs 21,599,563,073 was paid.



A total of 3,235 PAPs (89.0%) were paid Ug shs 29,660,653,043 out of the 3,634 PAPs with an approved value of Ug shs 34,785,481,592.

The contract for the supervision of the works was awarded to M/s SMEC International PTY Ltd at a sum of US\$ 4,712,121.76 and Ug shs 12,478,542 (a total of Ug shs 17,943,892,445 at the project's exchange rate of 1 US\$ = Ug shs 3805.38). The consultant has submitted 26 invoices amounting to US\$ 2,741,517.05 and Ug shs 8,188,674 of which US\$ 2,419,166.01 and Ug shs 4,068,536 was paid.

Key issues on the project

- i) The contractor submitted claims due to lack of access to site arising from delayed site possession due to delayed compensation of land by UNRA, delays encountered as a result of the COVID-19 outbreak, variation in the quantity of G7 material, and abnormal rainfall. These were under review by the engineer save for the abnormal rainfall which was determined.
- ii) The project experienced delays in payments to the contractor and these will likely attract interest.
- iii) The proposed site for the Ishasha bridge at the DRC border was still inaccessible due to delays in finalisation of bilateral agreement between the GoU and DRC.

II) Rehabilitation projects

a) Namunsi–Sironko–Muyembe/Kapchorwa (29km) PHASE II

The contract for the civil works was awarded to M/s China Civil Engineering Construction Corporation (CCECC) at a contract sum of Ug shs 54,767,041,381 for a period of 18 months from 7th November 2019 to 6th May 2021. The project is financed by GoU. The supervision works was being done by the UNRA in house team.

The cumulative physical progress at 31st December 2020 was at 26.58% against the planned 49.46% at a time progress of 76.92%. Hence, the project was behind schedule. The slippage in progress was mainly due to poor project management in terms of planning and mobilisation by the contractor, heavy rains and the outbreak of COVID-19.

The financial performance was at 27.38% against the planned 45.51%. Cumulatively, the contractor had raised three (3) IPCs amounting to Ug shs 21,430,070,003 which had been certified and paid as at end of February 2021. There were no supervision payments since the works were supervised by the UNRA in-house supervision team.



b) Tororo-Mbale-Soroti (150.8km) – Lot 1 and Soroti-Dokolo-Lira-Kamdini (189.4km)- Lot 2 Roads

This is a special contract known as an Output-and Performance-based Road Contract (OPRC) where the contractor is responsible for the design and execution of rehabilitation works, improvement works, routine maintenance works and emergency works. In addition, the contractor follows his own programme over the location and execution of the necessary works.

The contract for the civil works was awarded to M/s Mota-Engil Engenharia E Construcao Africa, SA at a total of Ug shs 290,976,512,298 for Lot 1 and and Ug shs 331,623,758,818 for Lot 2 (inclusive of VAT) for a period of 8 ½ years from 20th May 2019 to February 12th, 2027. The project is financed by the GoU and the International Development Agency (IDA). The supervision of the works was awarded to M/s TNM Limited of Israel in association with KAGGA and Partners Uganda at a price of US\$ 9,463,248 and Ug shs 2,370,533,211.

The contract was signed on 27th June 2018 and the works commenced on 12th December 2018. Routine maintenance that was ongoing on both lots was stopped as directed by the World Bank due to non-compliance to the bank's safeguards requirement. This also halted all other activities on site until all safeguard's requirements were fully met and approved by the bank. The issues were resolved up to 95%. The World Bank lifted the suspension on 26th June 2020.

The cumulative physical progress of the project was estimated at 0% for both lots. Only routine manual activities such as cleaning of drains, slashing of road sides, and shoulder recharging were ongoing. Following resumption of contractor's suspended obligations under the contract with effect from 1st October 2020, contractor was requested to submit a programme of performance for the period of eight (8) months (November 2020 to June 2021) but this was still pending. Furthermore, major works of rehabilitation and improvement had not yet commenced as the contractor had not yet finalized the design.

The major setbacks were stringent requirements from the World Bank that were not incorporated in the contract clauses which caused delays; project delivery model of OPRC which is still confusing with input driven contracts by key players; and the lengthy approval process for documentation due to participation of various stakeholders.

The contractor had cumulatively a total of 20 IPCs certified for each lot amounting to Ug shs 58,911,450,153.25 plus US\$ 3,691,298,979.44; and Ug shs 57,026,074,809.81 plus US\$ 4,545,346,822.19 for Lot 1 and Lot 2 respectively. A total of 30 invoices were submitted by the supervising consultant amounting to Ug shs 1,352,447,333.44 and US\$ 2,929,048.69 (Overall, Ug shs 4,925,460,977.82). Twenty-nine (29) were fully settled totalling to Ug shs 989,516,733.34 and US\$ 2,083,387.12.

Note: There were no PAPs to be compensated as the road is to follow the existing alignment with no anticipated widening.



III) Bridges

Emergency Design and Build of 4 Strategic Bridges in the West Nile Sub-Region: Ora1, Ora-2, Awa and Olemika on Pakwach - Inde –Ocoko

Ora 1 and Ora 2 bridges are located across River Ora approximately 33.8km and 34.1 km respectively from Pakwach along the unpaved road of Pakwach-Inde-Arua (108km) in Wadelai sub county, Pakwach district. Awa Bridge is located in Inde, Madi-Okollo district approximately 63.9km from Pakwach, and Olemika Bridge is located approximately 85km from Pakwach in Ajia sub county, Arua district.

The contract for the works was awarded to M/s Chongqing International Construction Corporation (CICO) at a contract sum of 34,840,298,241 inclusive of VAT. The project is entirely funded by the GoU. The works started on 15th July 2019 and were expected to end on 2nd March 2020 which was revised to 18th May 2021. The supervision of the project is done by the UNRA In-house Supervision team under the Department of Bridges and Structures.

The scope of works involved: carrying out necessary field investigations that include topographical surveys, geotechnical investigations and hydrological investigations for each of the bridge sites; preparation of detailed engineering designs and drawings; execution of the physical works towards construction of the new bridges; design and construction of approximately 2km of gravel approach roads for each bridge including cross culverts and lining side drains where necessary; construction of a diversion/bypass road at the bridge sites as necessary; demolition of the existing bridge structures and recovery of any assets to the UNRA station in Arua; and ancillary works (river training and protection) as necessary.

Overall, the cumulative progress of the works was 80.76% against a planned progress of 81.73% and a time progress of 90.2% by the end of December 2020. The works were therefore, slightly behind schedule. The progress of the project was affected by the outbreak of the Covid-19 Pandemic, weak soils at Ora-1 that continuously delayed the piling works due to frequent collapses leading to loss of casings that had to be replaced, and heavy rains. Specifically, the physical progress of Ora1, Ora-2, Awa and Olemika bridges were 64.1%, 85.5%, 92.50% and 95.0 respectively.

- Ora bridge project: The bridge sub-structure was complete up to bearing shelf. Decking works and road works were ongoing.
- Ora 2: The structure was complete and roadworks were still ongoing.
- Awa Bridge: The structures and approach roads are complete.
- Olemika Bridge: both structure and approach road works are complete.

The financial progress was at 50.35% against the planned progress of 53.57%. Cumulatively, the contractor submitted 11 IPCs amounting to Ug shs □12,316,526,560□ inclusive of VAT. A



total of 10 IPCs and advance payment had been paid totaling to Ug shs 11,541,968,685. Note: there were no invoices since the project was being supervised the UNRA in-house team. □

A summarised performance of the National Roads Construction and Rehabilitation Programme is presented in table 3.6.

Table 3.6: Performance of the National Roads Construction and Rehabilitation Programme by 31st December 2020

Output Performance				
Upgrading Projects	Annual Target (%)	Achieved Quantity (%)	Score (%)	Remark
Upgrading Projects				
Civil works for the Construction of Busega – Mpigi Expressway (23.7km)	13.31	0.45	6.76	The cumulative physical performance of the project was at 0.86% against a planned of 13.31% with 50.6% of the contract duration already passed. The project is behind schedule and has exhibited a poor performance. The poor performance of the project was attributed to: the COVID-19 pandemic, delays in acquisition of the RoW which affected progress of relocation of utilities, absence of an operational quarry which has affected rock fill activities within the swampy sections. The contractor was relying on commercial supplies for the rock which was not effective. The cumulative financial performance of the civil works contract was at 3.27% against a planned of 16.78%.
Kampala Northern bypass Phase 2 (17.5 km)	21.0	10.4	99.05	The budget for the FY 2020/21 was Euro 25,478,034 billion of which Euro 12,476,355 was released and fully absorbed by end of Q2. The cumulative physical progress was estimated at 82.9% against a planned 85.1% for a time progress of 88.9%. The physical performance was mainly affected by inclement weather, delay in access to site, and the effects of the COVID-19 pandemic.
Kampala Flyover Construction and Road upgrading project: Lot 1 (Package 1: Clock Tower Flyover & Package 2: Nsambya –Mukwano Road)	36.6	4.93	26.93	The cumulative physical progress of the project was estimated at 13.73% against a planned of 48.7% at a time progress of 62.68% (608 days). The project was therefore behind schedule. The underperformance on the project was attributed to delays in relocation of utilities, the outbreak of the Covid -19 pandemic associated with international travel restrictions for the Japanese staff affected decision making and inclement weather. The cumulative financial performance of the civil works contract was estimated at 23.38% against a planned of 63.7%.



Output Performance				
Upgrading Projects	Annual Target (%)	Achieved Quantity (%)	Score (%)	Remark
Kapchorwa-Suam road (73 km)	54.74	13.87	50.7	The physical progress was at 28.08% against the planned 61.16% by the end of December 2020. Hence, the project was slightly behind schedule. The contractor was unable to achieve the targeted progress majorly because of: delayed compensation/ land acquisition; inclement weather; design review which attracted increased scope, cost and time; and outbreak of COVID-19 pandemic. The financial progress was at 30.14% (cumulative) against the planned 56.16% as at end of December 2020.
Rukungiri – Kihiki – Ishasha/Kanungu (78.5km)	54.95	4.43	16.12	The project commenced on 5th November 2018 and is expected to end on 17 th January 2022. The cumulative physical progress was estimated at 33.6% against a planned 62.7 for a time progress of 67.3%. The project was therefore behind schedule. The under achievement of the planned outputs on this project was attributed to : poor programming by the contractor led to slow progress, delay in acquisition of the Right of Way, effects of COVID-19 pandemic, and adverse weather conditions which affected progress of earthworks construction.
Rehabilitation Projects				
Namunsi – Sironko – Muyembe / Kapchorwa (29km) PHASE II	31.66	26.5	100	The semi-annual targets were fully achieved. The cumulative physical progress at the end of December 2020 was at 26.58% against the planned 49.46% at a time progress of 76.92%. Hence, the project was behind schedule. The slippage in progress was mainly due to the poor project management in terms of planning and mobilization by the contractor, heavy rains and the outbreak of COVID-19. The financial performance was at 27.38% against the planned 45.51%.
Tororo-Mbale-Soroti (150.8km) –lot 1 and Soroti-Dokolo-Lira-Kamdini (189.4km)-lot 2 Roads	100	0.00	0.00	The projects had the worst performance since the major works had not kicked off two years into the project. Routine Maintenance which had been ongoing on both lots was stopped as directed by the World Bank due to non-compliance to the bank's safeguards requirement. This also halted all other activities on site until all safeguard's requirements are fully met and approved by the bank. The issues were resolved up to 95% and the World Bank lifted suspension on 26th June 2020.



Output Performance				
Upgrading Projects	Annual Target (%)	Achieved Quantity (%)	Score (%)	Remark
				Only routine manual activities such as cleaning of drains, slashing of road sides, and shoulder recharging were ongoing since resumption of works on 1 st October 2020.
Bridges				
Emergency Design And Build Of 4 Strategic Bridges In West Nile Sub-Region: Ora1, Ora-2, Awa and Olemika on Pakwach - Inde –Ocoko	56.00	36.76	100	<p>Overall, the cumulative progress of the works was 80.76% against a planned progress of 81.73% and a time progress of 90.2% by the end of December 2020. The works were therefore, slightly behind schedule. The progress of the project was affected by the outbreak of the Covid-19 pandemic, weak soils at Ora-1 continuously delayed the piling works due to frequent collapses leading to loss of casings that had to be replaced and heavy rains. Specifically, the physical progress of Ora1, Ora-2, Awa and Olemika bridges were 64.1%, 85.5%, 92.50% and 95.0 respectively.</p> <ul style="list-style-type: none"> • Ora bridge project: The bridge sub-structure was complete up to bearing shelf. Decking works and road works are ongoing. • Ora 2: The structure was complete and roadworks are still ongoing. • Awa Bridge: The structures and approach roads are complete. • Olemika Bridge: Both structure and approach road works are complete. <p>The financial progress was at 50.35% against the planned progress of 53.57%.</p>
Overall performance of NRC Programme			50.0	Fair Performance

Source: UNRA December 2020 Project Progress Reports, UNRA Q2 – 2020/21 Performance Report, and Author’s compilation

The achievement of semi-annual targets was fair at 50.0%. The programme performance was affected by: the heavy rains that were experienced in the country in the first half of the FY; land acquisition challenges due to budgetary constraints, PAPs disputing compensation amounts and ownership disputes; and the sustained threat of COVID-19 pandemic that required adherence of SOPs.

Key Observations

- Delays arising from delayed and incomplete land acquisition for the Right of Way for the upgrading projects (72%): This significantly affected performance on projects such as Busega – Mpigi Expressway (23.7km), Kampala Northern Bypass Phase 2 (17.5 km), Kapchorwa-Suam road (73km) and Rukungiri – Kihiki – Ishasha/Kanungu (78.5km).



- Sanitation facilities at active sites were provided although not adequate on some projects.
- There was provision and usage of adequate and appropriate PPEs on 90% of the projects.
- The use of OPRC contracts was a good innovation for maintenance of paved roads however, failure to realise its targets may hinder the intention to close the existing maintenance backlog.

Areas that have improved

Occupational Health and Safety: This was emphasised for both project staff and communities in forms of outreaches. Adequate road signage, traffic control, provision of drinking water and resting shed for workers were being adhered to. In addition, COVID-19 SoPs were being observed by provision and utilisation of face masks. However, social distancing was a challenge especially where work needed proximity.

Policy related issues

Mode of release of funds: The quarterly based release of funds still affected timely payments of: certificates and invoices to contractors and consultant's respectively; and compensation of PAPs for RoW.

Emerging Concerns

- Scarcity of quality materials especially gravel due to near depletion which calls for adoption of more optimal technologies that are likely to increase the unit rate of road construction.
- Priority for the last five (5) years focused on upgrading hence rendering maintenance untimely and creating a maintenance backlog.

Conclusion

The overall performance of the National Roads Construction and Rehabilitation Programme was fair at 50.0%. A total of 180.18km of paved roads were upgraded and 40.09km rehabilitated in the first half of the FY. Fair performance was on account of achievements of semi-annual targets on projects such as Rehabilitation of Namunsi–Sironko–Muyembe/Kapchorwa (29km) PHASE II, Kampala Northern Bypass Phase 2 (17.5km), emergency design and build of 4 strategic bridges in west Nile sub-region: Ora1, Ora-2, Awa and Olemika on Pakwach-Inde – Ocoko and the Multicell Box culvert at Opot in Amuria District.

However, very slow progress was noted on Rukungiri–Kihiki–Ishasha/Kanungu (78.5km), Busega–Mpigi Expressway (23.7km), Kampala Flyover Construction and Road Upgrading Project: Lot 1 (Package 1: Clock Tower Flyover & Package 2: Nsambya–Mukwano Road), Tororo-Mbale-Soroti (150.8km) – Lot 1 and Soroti-Dokolo-Lira-Kamdini (189.4km)-Lot 2 roads. This was mainly attributed to delayed land acquisition on upgrading projects, and heavy rains that caused flooding on sites. Hence, a shortfall in the achievement of the semi-annual targets.



Recommendations/ Way Forward

1. The GoU/UNRA should mobilise sufficient funds for full compensation of PAPs for ongoing projects.
2. Land acquisition should be fast tracked before commencement of the project road works and finalised almost within six months after project commencement for future projects.



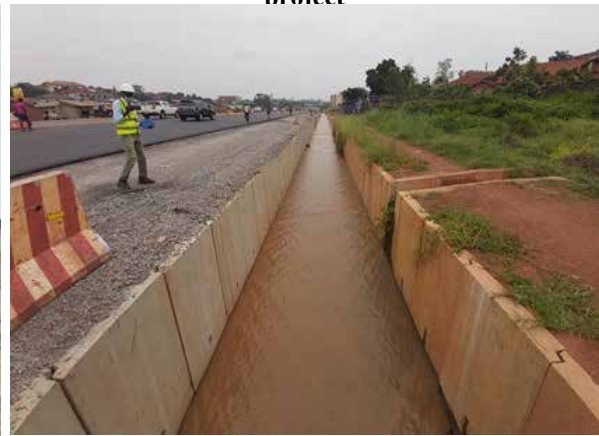
Construction of a box culvert on) Rukungiri – Kihihi – Ishasha Road project at km 35+050



Gabion works installed to protect unstable slopes at km 35 along Rukungiri–Kihihi–Ishasha Road project



Kisaasi interchange on the Kampala Northern Bypass



A completed open U-drain constructed along the Kampala Northern Bypass Project. It poses a risk to pedestrians



Nsambya Underpass (part of Kampala Flyover) works in progress



Mobilised piles for the Kampala Flyover Project



Laying of asphalt on Namunsi Sironko Road at 54+495



Laying of asphalt on Namunsi Sironko Road at 54+495



A completed bridge across Atari River at 2+370 on Kapchorwa –Suam Road



A PAP awaiting compensation at 41+000 on Kapchorwa-Suam Road



A cleaned side drain at 0+600 on Tororo-Mbale-Soroti Road (150.8km) – Lot 1



Pot hole patch works near a railway line at 4+300 on Tororo-Mbale-Soroti Road(150.8km) – Lot 1



Cleaning of side drains at 2+000 on Soroti-Dokolo-Lira-Kamdini (189.4km)- Lot 2



Replacing of a guard rail at 19+000 on Soroti-Dokolo-Lira-Kamdini (189.4km)-Lot 2



Awa Bridge on Pakwach - Inde -Ocoko Road



Olemika Bridge on Pakwach - Inde -Ocoko Road

3.2.3 Uganda Road Fund (URF – Vote 118)

The fund was set up to enable steady and reliable funding for routine and periodic maintenance of public roads mainly from road user charges. The fund derives its mandate from section 6 of the URF Act 2008. It is mandated to collect road user charges (RUCs) and manage the funds collected to finance road maintenance programmes.

In FY 2020/21, the public roads network was managed by 177 Designated Agencies (DAs), comprising of 125 districts, 34 municipalities, 7 cities, and two authorities (KCCA and UNRA). The districts oversaw Town Councils and Sub-counties as their sub-agencies. As of end of FY 2019/20, the DAs and sub-agencies collectively are in charge of a total of 159,364 km of public roads, made up of 2,0854km of national roads under UNRA; 38,603km under district; 19,959km of urban roads under KCCA, Municipal and town councils; and 79,948km of Community Access Roads (CARs) managed by sub-counties.

The Designated Agencies employed a mix of force account and contracting to deliver planned outputs. Since FY2012/13, there has been a policy emphasis towards the use of force account to maintain the District, Urban and Community Access Road (DUCAR) network. This policy has since been buttressed by the distribution of a fleet of road equipment first from China in FY2012/13 and most recently in FY2017/18 from Japan. The equipment received mainly



included: a grader, tippers, wheel loader and roller for each district local government.

This Vote has two programmes namely: The District, Urban and Community Access Roads (DUCAR) Maintenance Programme, and National Roads Maintenance Programme (NRMP). These two programmes were monitored for the semi-annual performance in the FY 2020/21 and the findings are presented hereafter.

Financial performance

The vote had an approved budget of Ug shs 512.175bn in FY 2020/21. This was Ug shs 63.342bn more than the Ug shs 448.833bn in FY 2019/20 (equivalent to 14.1% budget increase). By end of Q2 FY 2020/21, a total of Ug shs 262.025bn (51.2% of the annual budget) was released and Ug shs 256.480bn (97.9% of the release) spent. This was a very good financial performance because more than half of the budget was released by the end of Q2 and almost all the funds were absorbed. Table 3.7 shows the performance of the Vote by 31st December 2020.

Table 3.7: Financial Performance of URF in FY 2020/21 by 31st December 2020

		Approved Budget (Ug shs billion)	Release (Q1-Q2) (Ug shs billion)	Spent (Q1-Q2) (Ug shs billion)	% Budget released	% Budget Spent	% Release Spent
Recurrent	Wage	2.667	1.334	1.206	50.0	45.2	90.4%
	Non-wage	493.118	254.652	253.859	51.6	51.5	99.7%
Development	GoU	16.390	6.039	1.416	36.8	8.6	23.5%
	Ext Fin.	0.000	0.000	0.000	0.0	0.0	0.0%
Total GoU		512.175	262.025	256.480	51.2	50.1	97.9
Total GoU + Ext Fin. (MTEF)		512.175	262.025	256.480	51.2	50.1	97.9
Arrears		0.000	0.000	0.000	0.000	0.0	0.0
Grand Total		512.175	262.025	256.480	51.2	50.1	97.9

Source: URF Q2 FY2020/21 Performance Report

Physical Performance

The overall physical performance of the vote was rated as good. The level of achievement of the semi-annual targets was estimated at 70%. The performance of the DUCAR Maintenance Programme was fair at 69.7%, while that of the NRM Programme was good at 70%. Overall, the performance in most of the agencies was affected by the prolonged torrential rains experienced in Q2 and the disruptions occasioned by the COVID-19 pandemic.

The performance of the two programmes under URF is presented as follows:

3.2.3.1 District, Urban and Community Access Roads (DUCAR) Programme

District, Urban, and Community Access Roads (DUCAR) are maintained by local governments using funds from the central government under the DUCAR Programme through the URF



vote and, to a limited extent using the locally generated revenue. The districts also utilise the non-conditional grants from the central government under the Discretionary Development Equalization Grant (DDEG). The MoWT provides the collective technical support and supervision to the Local Governments under DUCAR.

In FY 2020/21, the programme had an approved budget of Ug shs 150.936bn (29.5% of approved URF budget) of which Ug shs 77.670bn (51.5% of the programme budget) was released by the end of Q2. For the FY 2020/21, planned outputs⁹ of the DUCAR programme were; 30,62 km of routine manual maintenance, 16,831 km of routine mechanised maintenance, 4,733km of periodic maintenance, installation of 5,439 culvert lines, and maintenance of 128 bridges.

The semi-annual monitoring of the programme covered nine districts including: Arua, Bugweri, Bukwo, Kyegegwa, Luwero, Lyantonde, Mpigi, Ntungamo, and Tororo; and 2 Municipal Councils comprising of Koboko and Kitgum. The physical and financial performance of the monitored agencies is presented hereafter.

Overall Performance of the DUCAR Programme

The overall semi-annual performance of the DUCAR Maintenance Programme in FY2020/21 was fair at 69.7%. The performance of the programme improved compared to 63.0% attained in the previous FY2019/20. The performance of the DUCAR programme was affected by torrential rains experienced in Q2 that disrupted mechanised maintenance, the COVID-19 pandemic and the resulting restriction on movements, and delay in the downstream disbursement of funds to the agencies. The performance of the DUCAR Programme is summarized in table 3.8.

Table 3.8: Summary of Semi-Annual Performance of the DUCAR Programme in FY 2020/21

Sub Programmes	Annual Budget (000, Ug shs)	% of Budget released	% of Release spent	Physical performance Score (%)	Remarks
District Local Governments Road Maintenance					
Arua DLG	677,046	45.1	90.4	82.7	Good Performance
Bugweri DLG	205,502	43.4	57.3	74.1	Good Performance
Bukwo DLG	231,391	43.8	58.9	35.5	Poor Performance
Kyegegwa DLG	357,010	43.4	99.9	76.0	Good Performance
Luwero DLG	607,167	43.4	80.0	60.2	Fair Performance
Lyantonde DLG	285,514	43.4	40.9	57.4	Fair Performance
Mpigi DLG	563,062	43.4	88.7	75.4	Good Performance
Ntungamo DLG	748,627	43.4	72.4	58.7	Fair Performance
Tororo DLG	707,594	43.1	0.0	86.6	Good Performance
Municipal Council Road Maintenance					
Koboko MC	455,454	43.4	85.1	74.1	Good Performance
Kitgum MC	612,781	43.4	84.6	86.5	Good Performance
Overall performance		43.6	68.9	69.7	Fair Performance

Source: Field findings and Author's compilation

⁹ URF annual work plan, MoWT Ministerial Policy statement FY2020/21



Details of the performance for each of the DUCAR agencies monitored are presented below;

a) Arua District

The district had a total road network of 423.7km which are all unpaved gravel. The district's approved annual budget for road maintenance in FY 2020/21 was Ug shs 677,046,000, of which Ug shs 305,315,000 (45.10%) was released and Ug shs 275,983,000 (90.4%) spent by the end of December 2020. The district had a very good absorption of funds.

The performance of the district's roads maintenance programme is summarised in table 3.9.

Table 3.9: Performance of Arua District Roads Maintenance Programme by 31st December 2020

Output	Annual Target (km)	Cum. Achieved Quantity (km)	Weighted Physical Performance (%)	Remark
Routine Manual Maintenance	423.64	48	14.470	The semi-annual target was poorly executed as only 22% was achieved.
Routine Mechanised Maintenance	54.8	17.3	47.088	The semi-annual target was poorly executed as only 63% was achieved.
Bridges (no) – Osu BC under emergence funding	1.0	1.0	15.392	The semi-annual target was achieved.
Culverts (lines) – Asa Vented Drift under emergence funding	1.0	0	5.767	The target was not achieved.
Overall weighted physical performance was 82.7%				Good performance

Source: Arua DLG Annual Work plan and Quarterly progress reports FY 2020/21 and Author's compilation

The district's semi-annual performance was good at 82.7%, however, the semi-annual targets under routine manual and mechanised maintenance were not achieved. This was attributed to lack of essential road equipment like an excavator, a back hoe and a low bed for transporting road equipment.

Field observations

Osu Box Culvert Bridge: The works on the four (4) cell box culvert of 3.5m by 4m and a width of 5.5m on Ochiba-Ombakyi road were started in FY 2019/20 and were completed in October 2020. The project had an outstanding payment of Ug shs 90.961 million which was paid in the first half of the FY 2020/21 against a budgeted payment of Ug shs 38.5 million. The box culvert works were visually satisfactory. However, they were no rails provided on the bridge for the safety of pedestrians since this was not included in the scope.

Aroi-Micu Road (5km): The scope of works for the road in Ario sub-county was grading, shaping and drainage improvement works of formation of waterways at Ug shs 36,800,000 under routine mechanized maintenance. The works were executed at Ug shs 36,787,000. The road was fairly motorable, although there were poor soils at sections between km 3+800 to km



4+700 that were being eroded.



Osu Box Culvert Bridge on Ochiba–Ombakyi Road



A section at 0+000 along Aroi-Micu Road

Unique challenges

- The district terrain with numerous valleys requires bridges to get the network connected.
- Inadequate staffing with no district engineer.

b) Bugweri District

The district had a total road network of 104km, all of which were unpaved. Of these, 30km (28.85%) were gravel and 74km (71.15%) earth. The district’s approved annual budget for maintenance of district roads in FY 2020/21 was Ug shs 205,502,059, of which Ug shs 89,246,791 (43.43%) was released and Ug shs 51,112,580 (57.3%) expended by 31st December 2020. This was a fair financial performance.

The performance of the district roads maintenance programme is summarised in table 3.10.

Table 3.10: Performance of Bugweri District Roads Maintenance Programme by 31st December 2020

Output	Annual Target (km)	Cum. Achieved Quantity (km)	Weighted Physical Performance (%)	Remarks
Routine Manual Maintenance	104.4	26.1	13.857	The works were executed in only Q1.
Routine Mechanized Maintenance	10.0	4.5	58.041	Works on one (Busembatiya-Lumbuye Road) out of two roads were ongoing, while works on Bulyansime-Namaiga Road were not realised.
Periodic maintenance	10.5	0.0	0.000	The works were completed in FY 2019/20 and the money was for paying arrears
Overall weighted physical performance was 74.1%				Good performance

Source: Bugweri DLG Annual Workplan and Quarterly Progress Reports FY 2020/21 and Author’s compilation

The achievement of targets was at 74.1%; thus the district had a good performance. However, the district had limited scope of the work plan. This was mainly attributed to the lack of road



construction equipment since it was a newly established local government which commenced operation in July 2018 and thus relies on borrowing from neighbouring districts.

Field Observations

- **Busembatita-Lumbuye Road (12km):** The scope of works for the road in Namalembe Sub-county was medium grading, shaping, spot gravelling and drainage improvement at Ug shs 40,000,000. By the end of Q2, Ug shs 8,264,000 was expended for routine mechanised maintenance works on the road. The works commenced in January 2021 and were ongoing by the end of February 2021. The progress of works was estimated at 60%. The grading and shaping works had been completed. Culvert installation works of 8 lines of 600mm diameter culverts at a swamp crossing were ongoing while the gravelling works had not yet commenced. However, the gravel was being excavated awaiting haulage to the road.



Excavation for culvert installation at the swamp crossing along Busembatita-Lumbuye Road



A well graded section of the Busembatita-Lumbuye Road just before the swamp works

Specific challenges

- Lack of road construction equipment as Bugweri is a new district which started in July 2018 and thus did not receive the Japanese equipment units from MoWT.
- Understaffing at the Works Department with lack of key technical personnel to undertake the works.
- Road infrastructure destruction by sugarcane farmers and transporters.

c) Bukwo District

The district had a total road network of 267.7km, of which 253.7km (94.8% are unpaved gravel) and 52.14km (5.2%) are unpaved earth. The approved annual budget for the district's roads maintenance in FY 2020/21 was Ug shs 231,391,410, of which Ug shs 101,279,543 (43.8%) was released and Ug shs 59,672,000 (58.9%) spent by 31st December 2020. This was a fair financial performance. The performance of the district's roads maintenance programme is summarised in table 3.11.



Table 3.11: Performance of Bukwo District Roads Maintenance Programme by 31st December 2020

Output	Annual Target (km)	Cum. Achieved Quantity (km)	Weighted Physical Performance (%)	Remark
Routine Manual Maintenance	62.0	13.8	11.178	The district executed 44% of the semi-annual targets and works were ongoing.
Routine Mechanised Maintenance	41.6	12.0	18.667	The target was not achieved due to breakdown of equipment.
Periodic maintenance	3.0	0.0	0.000	
Bridges	1.0	1.0	5.667	The bridge was completed.
Overall weighted physical performance was 35.5%				Poor performance

Source: Bukwo DLG Annual Work plan and Quarterly Progress Reports FY 2020/21, and Author’s compilation

The performance of the district was poor at 35.5%. This was attributed to the hilly and rocky terrains that attracts high costs of road works, inadequate road equipment (need for specialised units like an excavator and bulldozer), prolonged rains (February to November 2020) and understaffing in the Works department. Therefore, there was no implementation of works in Q1. Implementation commenced in Q2 and works were still ongoing.

Field observations

Ananang-Kapsanur (10.0km): The scope of works was grading and drainage improvement at Ug shs 11.118 million under routine mechanised maintenance on 8km. The works were executed at Ug shs 10.160 million. The road was fairly motorable although there were rock outcrops in some sections (0+500, 2+100, 4+100, 5+800, and 6+400), a very steep slope at 5+400 and an old tree stump obstacle at 3+000. The sections without rocks were however motorable with a good riding surface though dusty as a result of the area having loose soils.



Fairly motorable section at 0+0000 on Ananang-Kapsanur



A rock obstacle at 5+900 along Ananang-Kapsanur Road



Unique Challenges

- High unit cost of road maintenance due to the mountainous land scape, loose soils, and rock out crops. The URF allocation parameter for funding does not take into account the challenging terrain of the district which does not favor Bukwo.
- Need for specialized equipment like excavators and bulldozers due to the nature of the terrain and the area being rocky.
- Inaccessibility of the district which delays supplies of key road maintenance inputs like fuel. In addition, the district does not attract suppliers'/service providers.

d) Kyegegwa District

The district had a total road network of 243km which were all unpaved. Of these, 119km were gravel and 243km earth roads. The condition of the district road network was: 26.8% in good condition, 45.6% in fair condition, and 27.6% in poor condition. The approved annual budget for district roads maintenance in FY 2020/21 was Ug shs 357,010,326, of which Ug shs 155,044,802 (43.4% of the budget) was released by end of Q2 and Ug shs 154,876,301 (99.9% of the release) expended by 31st December 2020. Absorption of the funds was very good.

The performance of the District Roads Maintenance Programme is summarised in table 3.12.

Table 3.12: Performance of Kyegegwa District Roads Maintenance Programme by 31st December 2020

Output	Annual Target (km)	Cum. Achieved Quantity (km/m)	Weighted Physical Performance (%)	Remark
Routine Manual Maintenance	200.0	200.0	11.006	Worked for 1 month of November due to inadequate funds and delayed finalization of recruitment of gangs.
Routine Mechanised Maintenance	109.5	38.5	64.993	73.0% of semi-annual target achieved
Overall weighted physical performance was 76.00%				Good Performance

Source: Kyegegwa DLG Annual Work plan; Quarterly progress reports for Q1 & Q2 FY 2020/21 and Author's compilation

The performance of the district was good (76.0%). The district achieved grading, spot gravelling and offshoot drains. Culvert installation works were deferred to Q3. The district did not have a substantive District Engineer, Road Inspector and Engineering Assistant (civil) which are critical positions for planning and implementation of the works.

In terms of equipment, the district stands at 69% equipment availability; with no supervision pickups, a non-working wheel loader, no motor cycles, bulldozer and excavator/backhoe. Therefore, the available equipment is inadequate to serve the entire DUCAR network and facilitate monitoring and supervision of the works.



The monitoring team sampled some roads for verification and the findings were as below:

Observations

Ihunga-Kiryabyoma-Musambya-Bufungyo Road (8km): the road was maintained under routine mechanised maintenance in Q2. The scope of works involved: bush clearing, heavy grading and reshaping of the entire road length, opening of mitres, swamp raising, and installation of 3 lines of 600 diameter concrete culverts across a swamp section at km 1+300. The 8km road section was in a good motorable condition.

Harunyinya-Kyarujuma-Haribiri Road (16km): This road received routine mechanised maintenance in Q2. The scope of works was heavy grading, shaping, compaction, offshoot excavation, culvert de-stilting, and spot gravelling at a cost of Ug shs 43million. The road was in a good motorable state however, signs of deterioration due to heavy rains were evident. There was need to improve the surface drainage by installing cross culverts and digging more offshoots in order to mitigate the damage of surface runoff.



**Harunyinya-Kyarujuma-Haribiri Road (16km)
after RMeM in Q2**



**Ihunga-Kiryabyoma-Musambya-Bufungyo Road:
Swamp raising and installation of 3 lines of
culverts at Km 1+300**

e) Luwero District

The district had a total road network of 613.13km and it is all unpaved. The condition of the district road network was: 32.6% in good condition, 57.1% in fair condition, and 10.3% in poor condition. The district's approved annual budget in FY 2020/21 was Ug shs 607,166,626 of which Ug shs 263,684,332 (43.4% of the budget) was released and Ug shs 211,022,035 (96.8% of the release) was spent by the end of December 2020. Absorption of funds was very good. The performance of the district roads maintenance programme is summarized in Table 3.13.



Table 3.13: Performance of Luwero District Roads Maintenance Programme by 31st December 2020

Out put	Annual Target (km)	Cum. Achieved Quantity(km)	Weighted Physical Performance (%)	Remarks
Routine Manual Maintenance	70.9	55.1	7.235	The works were carried out in Q2.
Routine Mechanised Maintenance	139.0	51.6	52.997	Achieved 58.4% of the annual target
Overall weighted physical performance			60.23	Fair Performance

Source: Luwero DLG Annual Work plan; Quarterly Progress Reports for Q1 & Q2 FY 2020/21, and Author's compilation

The performance of the district was fair at 60.23%. The key achievement was routine manual maintenance of about 77.7% of the annual target. Performance of routine mechanised maintenance was affected by heavy rains experienced within Q2 which disrupted earthworks. Field inspection of some roads reported on was carried out and the following were observed;

Observations

Nampuge-Bukasa-Kyonza (8.1km): the road was worked on under routine mechanized maintenance in Q1 and the scope of works was; grading, shaping, and spot gravelling. There was swamp raising and installation of 2 lines of concrete pipe culverts at Ch 4+5000. The works were executed at a cost of Ug shs 26.5 million. The road was generally in a good motorable condition; however, there was need to open mitre drains to drain water off the road during the rainy season.

Kakakala-Tongo-Kayonza (15.3km): The road received routine mechanised maintenance in Q1-Q2. The scope of works included: bush clearing, grading, compacting of the whole road; drainage improvement what involved excavation of catch water drains on both sides of the road at Ch 4+600; and graveling of a 250m swamp section of Natyaba at Ch 2+3000. The works were executed at a cost of Ug shs 31.2 million. The road was generally in a good motorable condition with a few isolated sections that had deteriorated due to the surface runoff from the rains.

Bunyaka-Bwaziba Road (11.4km): The road received routine mechanized maintenance in Q2. The scope of works was; road widening for 1km, heavy grading and shaping of the whole road, and drainage improvement. Overall, the road was in a good motorable condition except for a few slippery spots that required gravelling to improve the road surface.



600mm diameter concrete culvert installed at the swamp section at Km 4+500 along the Nampuge-Bukasa-Kyonza Road



A well gravelled section of Kakakala-Tongo-Kayonza (15.3km) Road

f) Lyantonde District

The district had a total road network of 320km which were all unpaved. The condition of the district road network was: 25.1% in good condition, 60.6% in fair condition, and 14.3% in poor condition. The district’s approved annual budget for roads maintenance in FY 2020/21 is Ug shs 285,514,196 of which Ug shs 123,994,990 (43.4% of the budget) was released and Ug shs 50,763,862 (40.9%) expended by 31st December 2020. Therefore, absorption of funds was poor. The poor absorption was attributed to the delay in release of road maintenance funds by the URF. The performance of the district roads maintenance programme is summarised in table 3.14.

Table 3.14: Performance of Lyantonde District Roads Maintenance Programme by 31st December 2020

Output	Annual Target (km)	Cum. Achieved Quantity (km)	Weighted Physical Performance (%)	Remark
Routine Manual Maintenance	257.3	257.3	10.145	Semi-annual target achieved
Routine Mechanized Maintenance	25.9	10.1	47.730	Works affected by delay in release of funds and heavy rains
Periodic maintenance	21.0	0.0	0.000	Four box culverts were planned for Q1&Q2 but work stalled due to heavy rains
Overall weighted physical performance was 57.43%				Fair performance

Source: Lyantonde DLG Annual Work plan; Quarterly progress reports for Q1 & Q2 FY 2020/21, and Author’s compilation

The district’s semi-annual performance was estimated at 57.43%; which was due to a delay in release of funds. The district graded, spot graveled and installed culverts on the 10.1km that were worked on. It was noted that the periodic maintenance works were deferred to Q3 because the half year releases were insufficient for the planned works.

The district also received emergency funding of Ug shs 50,000,000 from URF in Q1. These



funds were used for maintenance of Sabya – Kitazigolokwa - Kinuuka Road (18km).

The district lacked some key equipment such as an excavator, tractor for carrying culverts and lowbed for transportation of slow moving equipment to the farthest points of the road network. The Works Department is also understaffed as there is no substantive District Engineer and Senior Engineer. This partly affected implementation of the programme within the district.

Works executed in Q1 and Q2 were inspected and the following were the observations;

Observations

- **Sabya-Kitazigolokwa-Kinuuka Road (18km)**- the road received routine mechanised maintenance in Q1 using emergency funds. The scope of works was heavy grading, shaping, compaction, offshoot excavation, de-stilting of existing culverts, installation of new culvert lines, and spot gravelling at a cost of Ug shs 50 million. The road was in a good motorable state.
- **Rwenshande-Kikoona Road (10.1km)**-The road received routine mechanised maintenance in Q1. The scope of works was medium grading, shaping, and compaction, offshoot excavation, culvert de-stilting, and spot gravelling at a cost of Ug shs 36 million.



A gravelled section of Sabya-Kitazigolokwa-Kinuuka Road (18km) after emergency works in Q1



Sabya-Kitazigolokwa-Kinuuka Road: One of the installed culverts without end structures

g) Mpigi District

The district had a total road network of 216.03km which were all unpaved. The condition of the district road network was: 17.6% in good condition, 57.0% in fair condition, and 25.4% in poor condition. The district's approved annual budget for district roads maintenance in FY 2020/21 was Ug shs 563,062,000 of which Ug shs 244,530,086(43.4% of the budget) Ug shs 216,860,920 (88.7% of the release) was spent by the end of December 2020. Absorption of funds was very good. The physical performance of the district roads maintenance programme is summarised in table 3.15.

**Table 3.15: Performance of Mpigi District Roads Maintenance Programme by 31st December 2020**

Output	Annual Target (km)	Cum. Achieved Quantity (km)	Weighted Physical Performance (%)	Remark
Routine Manual Maintenance	96.08	66.5	7.807	Worked for three months in Q2. The delay was attributed to the long recruitment process
Routine Mechanized Maintenance	96.08	36.7	67.612	80.7% of the target was achieved
Culvert installation (lines)	10.0	0.0	0.000	Works were planned to commence in Q3
Overall weighted physical performance was 75.42%				Good Performance

Source: Mpigi DLG Annual Work plan; Quarterly Progress Reports for Q1 & Q2 FY 2020/21, and Author's compilation

The performance of the district in half year FY2020/21 was good (75.4%). The district achieved grading, gravelling and offshoot drains. Routine manual maintenance was affected by delay in recruitment of the road gangs thus works were carried out only for three months. The monitoring team sampled some roads for verification and the findings were as below;

Kayabwe-Bukasa-Muyanga Road (17.6km): The road was worked on under routine mechanised maintenance in Q1-Q2. The works involved heavy grading and compaction of the entire road (17.6km), de-silting of existing culverts, and putting of offshoots at Ug shs 36.327 million in Q1. Gravelling works were done on 7km of the road in Q2 at a cost of Ug shs 42.348 million. The road was generally in a good motorable condition however some sections of the road had greatly deteriorated due to the heavy traffic resulting from the sand mining activities in the area coupled with the heavy rains received in Q2. The road is traversed by high volumes of overloaded sand trucks which accelerates the damage on the carriageway.

Kayunga-Kankobe-Bukibira Road (4.5km): The road was worked on under routine mechanised maintenance in Q2. The works involved: bush clearing and grading of the whole road; compaction of the carriageway; de-silting of the existing culvert lines; and putting of offshoots. The expenditure on this road was Ug shs 9.888 million. The pending work was installation of one line of culverts which was planned for Q3. It was observed that the road had several slippery sections that required gravelling.



Gravelling works of Kinyika swamp at km 4+800 along Kayabwe-Bukasa-Muyanga Road



A section of Kayabwe-Bukasa-Muyanga Road at km 14+900 that had greatly deteriorated due to heavy traffic

h) Ntungamo District

The district had a total road network of 634.4km. Of these, 631.9km were unpaved and 2.5km were paved. The condition of the district road network was: 36.5% in good condition, 34.2% in fair condition, and 29.2% in poor condition. The approved annual budget for district roads maintenance in FY 2020/21 was Ug shs 748,626,737, of which Ug shs 325,118,563 (43.4% of the budget) was released by end of Q2 and Ug shs 235,272,000 (72.4% of the release) expended by 31st December 2020. Absorption of the funds was good. The performance of the district roads maintenance programme is summarised in table 3.16.

Table 3.16: Performance of the Ntungamo District Roads Maintenance Programme by 31st December 2020

Output	Annual Target (km)	Cum. Achieved Quantity (km)	Weighted Physical Performance (%)	Remark
Routine Manual Maintenance	220.0	200.0	29.242	Worked for 2 months out of the planned 3 months for Q1&Q2
Routine Mechanised Maintenance	146.12	30.0	29.493	43.5% of semi-annual target achieved
Overall weighted physical performance was 58.74%				Fair Performance

Source: Ntungamo DLG Annual Work plan; Quarterly Progress Reports for Q1 & Q2 FY 2020/21, and Author's compilation

The physical performance of the district was fair (58.74%). The district did not execute mechanized maintenance works for Q2 due to challenges in warranting funds for road maintenance as a result the funds for capital intensive projects could not be accessed. The district achieved grading and spot gravelling. Culvert installation was not carried out. In addition, it was reported that the district road equipment (grader, dump trucks, supervision pickup, motorcycle) and the fund allocation are inadequate to work on all the 2,238km of roads managed by the district and the lower local governments. This affected the performance of the District's road maintenance programme. Therefore, there is need for an additional road unit and



funding for effective implementation of the works.

In terms of staffing, it was established that the district does not have a substantive District Engineer (DE) and Senior Engineer. This affected planning and implementation for the programme. Field inspection of some of the roads worked on in Q1 were these were the observations;

Observations

- **Nyakyera-kibingo-kitwe Road (11km):** The road received routine mechanised maintenance in Q1. The scope of works was heavy grading, shaping, compaction, offshoot excavation, and spot gravelling in selected sections at a cost of Ug shs 41.88 million. The road was in a fair motorable state. However, there were a few bad sections of the swamp that required drainage improvement at km 1+700 and eroded sections due to heavy rains at km 6+100.
- **Nyakabare-kaberebere-Kitwe Road (8.0km):** the road received routine mechanised maintenance in Q1. The road was graded to formation, compacted, and spot gravelled some sections at a cost of Ug shs 25.444 million. Overall, the road was in a fairly motorable condition with a few sections that had developed gullies due to high volume of surface runoff. There was need for more culverts to protect the road surface from storm water.



Swamp section along Nyakyera-Kibingo-Kitwe Road at Km 1+700 that had deteriorated due to heavy rains



Nyakabare-kaberebere-Kitwe Road (8km) after routine mechanised maintenance in Q1

i) Tororo District

This district had a total road network of 666km, of which 63% was in a fair condition and 37% in a poor condition. The approved annual maintenance budget for the district roads in FY 2020/21 was Ug shs 707,594,000, of which Ug shs 305,315,000 (43.2%) was released by 31st December 2020. Absorption of funds was fair at 59.0% of the total release. The performance of the district roads maintenance programme is summarized in table 3.17.



Table 3.17: Performance of Tororo District Roads Maintenance Programme by 31st December 2020

Output	Annual target (km)	Cum. achieved quantity (km/ No.)	Weighted physical performance (%)	Remarks
Routine Manual Maintenance	425.6	425.6	9.578	The semi-annual target was achieved as the works were executed in the two quarters.
Routine Mechanized Maintenance	148.9	54.8	38.927	The half year target was achieved although some works were destroyed by the rains.
Periodic maintenance	3.0	0.0	3.956	The semi-annual target was not met due to delayed procurement. However, grading of Soko Market-Peipei road was complete while gravelling and culvert installation was ongoing at the time of monitoring.
Bridges/ Culverts	136.0 m	54.0 m	34.162	The semi-annual target was not achieved.
Overall weighted physical performance was 86.6%				Good performance

Source: Tororo DLG Annual Work plan and Quarterly Progress Reports FY 2020/21, and Author's compilation

The performance of the district was good at 86.6%. The key achievement was routine manual and routine mechanized maintenance of about 15% of the district network. The finished works were however damaged by heavy rains.

Due to the above, the district requested for emergency funding of Ug shs 200,825,000 to repair the damaged works of which Ug shs 50,000,000 (24.9%) was released and all (100%) expended by 31st December 2020. Grading and drainage works were executed while gravelling works were not carried out due to inadequate funding.

Field Observations

- **Soko Market-Peipei Road (7.9 km):** The road in Rubongi Sub-County underwent periodic maintenance. The planned works on the road involved full length grading to formation, spot gravelling, and culvert installation at Ug shs 40,000,000. The works were completed at 100% expenditure. However, the works were threatened by the presence of clayey and sandy soils within the road prism.
- **Kisoko-Pajwenda-Poyawo Road (14.7 km):** The road in Kisoko sub-county underwent routine mechanized maintenance in Q1. The planned works were grading and compaction at Ug shs 14,495,000. The works were completed at a cost of Ug shs 14,456,000. The road was fairly motorable although it was bumpy.
- **Nagongera NTC-Cornebar Abweli Road (9km):** The road in Mulanda and Nagongera Sub-counties underwent routine maintenance in Q2. The road was motorable with a good riding surface although the side drains were being eroded. A total of Ug shs 11.966 million was expended on the roads against a budget of Ug shs 12.285 million.



Ongoing culvert installation at Km 2+600 along Soko Market–Pei Road



Well graded section of Abweli-Corner Bar-Nagongera NTC at Km 1+000

Specific challenge

- Encroachment of the road reserves and interference with road drainage structures by communities along the roads.

Municipal Councils

a) Kitgum Municipality

The municipality had a total road network of 91.43km, of which 11.22km (12.27%) were paved, 31.57km (34.53%) were unpaved gravel and 48.64km (53.2%) unpaved earth. The municipality had an approved annual budget of Ug shs 612,780,847 for roads maintenance in FY 2020/21, of which Ug shs 266,122,513 (43.43%) was released and Ug shs 225,255,490 (84.6%) expended by 31st December 2020. The performance of the municipality roads maintenance programme is summarized in table 3.18.

Table 3.18: Performance of Kitgum Municipal Roads Maintenance Programme by 31st December 2020

Output	Annual Target (km)	Cum. Achieved Quantity (km)	Weighted Physical Performance (%)	Remark
Routine Manual Maintenance	91.4	21.1	26.676	The semi-annual target was not achieved. This was attributed to the low interest of the community to work as road gangs.
Routine Mechanized Maintenance	23.1	12.21	11.371	The half year target was achieved.
Periodic maintenance	3.2	1.17	32.070	The semi-annual target was not achieved.
Culvert installation	26.0	13.00	16.432	The half year target was achieved.
Overall weighted physical performance was 86.5%				Good performance

Source: Kitgum MC Annual Workplan and Quarterly progress reports FY 2020/21 and Author’s compilation



The achievement of semi-annual targets was at 86.5%; thus the municipality had a good performance. However, there was poor performance under routine manual maintenance works due to failure to attract the target number of road gangs. Findings from some of the sampled roads inspected are detailed below;

Field observations

- **Jude-Ogik Road (1.17km) in Pandwong Division** -The scope of works was widening, grading and full gravelling at a budget of Ug shs 66,999,000. The periodic maintenance works were executed at Ug shs 63,739,600. Culverts were also installed and the road was in good motorable condition.
- **Bp Benjamin Ojwang Road (2.6km) in Pandwong Division** - The scope of works was grading to formation, shaping, and culvert installation at Ug shs 6,500,000. By the end of Q2, Ug shs 6,874,500 was expended for routine mechanized maintenance works on the road. The road was generally in a fair motorable condition although it had developed some potholes and gullies.
- **Lamit A Road (1.84km) in Pager Division** - The scope of works was grading to formation, shaping and compaction at Ug shs 4,600,000. The scheduled routine mechanised maintenance works on the road were executed at Ug shs 2,428,490. The road was generally in a fair motorable condition although it had developed some potholes and corrugations.
- **Dr. Aloï Road (0.3) in Pager Division** - The scope of works was grading to formation, shaping and compaction at Ug shs 750,000. The scheduled routine mechanised maintenance works on the road were executed at Ug shs 703,110. The road was generally in a fair motorable condition.

b) Koboko Municipality

The municipality had a total road network of 77.82km, of which 8km (10.3%) are paved, 18.2km (23.4%) are unpaved gravel, and 51.62km (66.3%) are unpaved earth. The municipality's approved annual budget for district roads maintenance in FY 2020/21 was Ug shs 455,454,147, of which Ug shs 197,797,634 (43.43%) was released and Ug shs 168,247,500 (85.1%) expended by 31st December 2020. This was a good financial performance. The performance of the district roads maintenance programme is summarised in table 3.19.

**Table 3.19: Performance of Koboko Municipal Roads Maintenance Programme by 31st December 2020**

Output	Annual Target (km)	Cum. Achieved Quantity (km/No.)	Weighted Physical Performance (%)	Remark
Routine Manual Maintenance	77.8	38.9	11.158	The semi-annual target was achieved as the works were executed in the two quarters
Routine Mechanised Maintenance	4.2	4.2	5.799	The half year target was achieved
Bridges (No)	3.0	2.0	38.355	The half year target was achieved.
Culvert installation	6.0	6.0	7.364	The half year target was achieved.
Drainage Improvement	0.6	0.1	36.576	The target was not achieved
Overall weighted physical performance was 74.1%				Good performance

Source: Koboko MC Annual Work plan and Quarterly Progress Reports FY 2020/21, and Author's compilation

The achievement of semi-annual targets was estimated at 74.1%; which was a good performance. Despite the good performance, the municipality was challenged by the lack of road maintenance equipment units, key personnel and sound supervision vehicles. The existing equipment were in a poor mechanical condition. In addition, there was delayed receipt of the Q1 funds which affected implementation of works that commenced in Q2.

Field Observations

- **Culvert installation works on Harizona Road:** The scope of works was installation of three (3) lines of 1200mm armco on Harizona road at Uh shs 50,000,000. The works were completed at 100% expenditure. The works were visually satisfactory.
- **Installation of culvert lines on Amin Road:** The scope of works was installation of two (2) lines of 900mm concrete pipe culvert on Harizona road at Uh shs 25,000,000. The works were completed at 100% expenditure. The works were visually satisfactory.
- **Routine mechanized maintenance of Apa Road (0.7km):** The scope of works was opening, shaping and cleaning of drainage structures at Ug shs 3,150,000. By the end of Q2, Ug shs 6,874,500 was expended for routine mechanized maintenance works on the road. The road was generally in a fair motorable.



An access culvert on Amin-Ali-Kenyi Road



A two lines bridge culvert, 900m, on Amin Road



A section of Appa road at 0+500



Three lines of 1200mm culvert Bridge on Harizona Road

Generic key issues, risks and recommendations for the DUCAR programme

1. Prolonged torrential rains experienced in most parts of the country which disrupted mechanised maintenance and left a huge proportion of the road network in need of urgent rehabilitation. *There is a risk of failure to execute planned maintenance activities and increased cost of road maintenance in the FY 2020/21.*
2. Inadequate staffing of works departments at local governments. Some critical positions like District Engineer, Senior Civil Engineer, Superintendent of Works, road overseers, plant operators etc. were still vacant. *There is a risk of failure to effectively manage and supervise the force account activities on the district road network.*
3. Diminishing gravel sources which has resulted in increasing haulage distances. *There is a risk of increased cost of road maintenance.*
4. Delayed disbursement of funds to LGs: On average funds were received by agencies from URF more than 1.5 months from start of each quarter. This had a ripple effect of delays in execution of work at the spending agencies. *There is a risk of failure to implement works in a timely manner as planned.*



5. Lack of reliable and adequate vehicles to facilitate supervision and monitoring of road maintenance works. - *There is a risk of inadequate supervision and management of the road network.*
6. Dilapidated equipment fleet at the municipalities which compelled most MCs to rely on borrowed equipment from the DLGs or hiring. *There is a risk of delay in execution of planned works and high cost of road maintenance.*
7. Difficulty in acquiring key equipment like excavators and low-bed from the regional mechanical workshops. *There is a risk of failure to execute planned works.*
8. Poor record keeping and reporting by local governments on management of resources and daily outputs in the force account operation. *There is a risk of failure to provide complete and timely accountability for funds.*

Recommendations

1. The MoWT should prioritise the roads rehabilitation programmes to keep the affected roads in a maintainable state.
2. The LGs should fill the critical positions in the works department to enable effective planning, supervision of works, and reporting.
3. The URF should support the LGs to roll out the use of several alternative road surfacing technologies previously researched on such as low-cost sealing.
4. The URF should expeditiously transfer funds to the LGs to enable timely implementation of planned activities.
5. The MoWT should consider procurement of supervision vehicles for LGs.
6. The GoU should consider procuring equipment units for MCs as these did not benefit from the newly acquired Japanese equipment. In the interim the MoWT regional mechanical workshops should ensure timely support to municipalities in terms of equipment.
7. The MoWT should fast-track the establishment of the proposed zonal equipment centres so that at most a unit is shared by five districts.
8. The LGs should follow proper accounting procedures and adhere to force account guidelines by MoWT.

Conclusion

Overall, the performance of the programme was fair with 50% of the semi-annual output targets achieved. The average absorption of the released funds stood at 68.9%. The performance of the programme was majorly affected by the prolonged heavy rains. In addition, the funding short fall in previous FY 2019/20 where Q4 funds were not released had a spillover effect causing an increase of road maintenance backlog on the DUCAR network.



3.2.3.2 National Roads Maintenance Programme (NRMP)

The programme involves activities on the maintenance of 20,854km on the national roads network, ferry services or inland water transport services and axle load control across the network. This programme is implemented by UNRA through 23 stations in the different regions of the country. It aims at improving and maintaining interconnectivity of the national road network across the country by reducing the rate of deterioration, lowering vehicle operating costs and travel time as well as ensuring safety of road users and ferry services.

The UNRA stations are responsible for directly executing force account activities which involve routine manual (labour based contracts) and routine mechanised maintenance. In addition, they undertake supervision services for periodic maintenance contracts and framework contracts for mechanised maintenance which are managed at the headquarters.

For the FY2020/21, planned outputs¹⁰ for the NRM program were:

- i) Routine Manual Maintenance: 3760km of paved and 14,043km of unpaved roads maintained;
- ii) Routine Mechanised Maintenance: 639km of paved roads and 4,883km of unpaved roads maintained; and
- iii) Periodic maintenance: 61.4km of paved and 477.39km of unpaved roads and improvement of bottlenecks on 158.9km of unpaved roads.
- iv) Framework contracts instituted on 1,105km of paved and 4,494km unpaved roads

For the semi-annual monitoring of the FY 2020/21, the programme was monitored at six (6) UNRA stations: Arua, Kitgum, Luwero, Masaka, Masindi, and Tororo which had a combined road network of 5,554.4km (26.6% of national road network).

Financial performance

This program is funded by URF but implemented by UNRA Stations. In the FY 2020/21, the programme had an approved annual budget of Ug shs 310.29bn¹¹ (60.6% of the URF budget). Release of funds to the programme in the first half of the FY 2020/21 amounted to Ug shs 159.390bn (51.4% of the programme annual budget) and Ug shs 159.3bn (100% of the release) was spent by 31st December 2020. On average for the UNRA stations monitored, 53.98% of the budget for the NRM was released of which 86.72% was expended by 31st December 2020.

Physical performance

The overall physical performance of the force account component of the National Roads Maintenance Programme was good. The programme achieved an estimated at 78.7% of the half year targets. However, this was a decline in the performance of the programme compared to 83.3% of last FY by the end of December 2019. The failure to achieve the force account targets

¹⁰ URF Quarter Two Progress Report FY2020/21

¹¹ URF Quarter Two Progress Report FY2020/21



was attributed to inadequate equipment fleet, unwillingness of the locals along the project roads to take up Labour Based Contract (LBC) works and heavy rains during the first half of the financial year.

The performance of the contracts was fair with 61.55% of semi-annual targets achieved. There was a decline in performance compared to 69.8 % achieved last FY and this was attributed to the CPVID-19 pandemic, poor mobilisation and internal planning by the contractors, heavy rains, and delays in payment of IPCs by UNRA. Table 13.20 shows a summary of the performance of stations.

Table 3.20: Summary of Performance of the National Roads Maintenance Programme by 31st December 2020

UNRA Station	% budget released	% release spent	% Physical Performance (Force Account)	% Physical Performance (Contracts)	Remark
Arua	74.6	75.5	83.34	45.63	Overall physical performance of the force account was good while that of contracts was poor. Only one out of four contracts achieved the targets. This under performance was mainly attributed to poor contractor mobilization and heavy rains
Kitgum	50.7	85.4	83.26	65.88	Performance of force account was good while that of contracts was fair. Performance was affected by heavy rains
Luweero	41.8	97	66.05	46.81	Force account performance was fair while that of contracts was poor. Performance was heavily impacted by heavy, the Covid-19 pandemic and inadequate equipment, delays in payment of IPCs and poor internal planning by the contractors.
Masaka	49.1	99.4	77.06	78.1	Performance of the station was good for both force account and contracts. Despite the good performance, implementation was affected by inadequate equipment, heavy rains, Covid-19 pandemic and frequent breakdown of the contractors' equipment.



UNRA Station	% budget released	% release spent	% Physical Performance (Force Account)	% Physical Performance (Contracts)	Remark
Masindi	51.9	94.6	83.63	74.1	Overall performance of the station was good. Despite the good performance, implementation was affected by heavy rains, covid-19 and delays in certification by UNRA which affected the contractor's cash flow.
Tororo	55.8	68.4	78.89	58.8	Force account performance was good while that of the contracts was fair. The works on the roads under periodic maintenance delayed to start which forced the station to do some emergency intervention to keep it motorable
Average Performamnce	53.98	86.72	78.71	61.55	Good performance

Source: Author's compilation

Details of the performance for each of the UNRA stations monitored are presented hereafter.

a) Arua UNRA Station

The station had a total road network of 908km, of which 219.1km (24%) was paved and 688.9km (76%) was unpaved. The road network traversed seven districts that included Arua, Koboko, Madi-Okollo, Nebbi, Packwach, Terego-Maracha, and Zombo. The condition of the road network was: 58.7% in good condition, 28.4% in fair condition, and 12.9% in poor condition.

i) Implementation by Force Account

The station's approved annual budget of Ug shs 3,239,596,000, of which a total of Ug shs 1,885,898,000 (58.2%) was received for force account activities and Ug shs 1,427,841,806 (75.7%) expended by 31st December 2020. This was a good financial performance. The station planned to execute routine manual and mechanised maintenance on both paved and unpaved roads as shown in table 3.21.

**Table 3.21: Performance of Force Account in Arua UNRA Station by 31st December 2020**

Output	Annual Target (km)	Cum. Achieved Quantity (km)	Weighted Physical Performance (%)	Remark	
Routine Mechanised Maintenance (paved)	48.0	15.0	5.58	Only 43.1 % of the semi-annual target was achieved.	This was mainly attributed to delayed procurement.
Routine Mechanised Maintenance (unpaved)	89.0	55.0	21.35	97.4 % of the target was achieved.	Good performance
Routine Manual Maintenance (paved)	219.1	205.0	15.42	93.6 % of the semi-annual target was achieved.	However, there is unwillingness of the locals to take up Labour Based Contracts works.
Routine Manual Maintenance (unpaved)	688.9	580.0	41.01	84.2 % of the semi-annual target was achieved.	
Overall physical performance			83.34	Good performance at half year	

Source: Arua Station Work Plan, Quarterly Progress Reports FY 2020/21, and Author's Compilation

The overall physical performance of the force account works at the station was good (83.34%). The unachieved targets were attributed to heavy rains, inadequate equipment fleet and fuel allocation, long procurement process for materials and understaffing of fleet assistants.

Field observations

- **Paidha-Anyavu Road (65km):** The scope of works was heavy grading and spot gravelling at Ug shs 70.578 million. The works were carried out in the first 12.7km at Ug shs 7.104 million. Hence, the works spilled over to Q3. The delays were attributed to heavy rains and mechanical breakdown of the grader. The road was fairly motorable in the ungravelled sections and in good motorable condition for the gravelled sections.
- **Nebbi-Goli Road (17km):** The scope of works was heavy grading, drainage opening, culvert installation and spot gravelling at Ug shs 27.774 million. Grading, drainage opening and culvert installation was complete while spot gravelling was pending. A total of Ug shs 26.982 million was spent. Hence, the road was in a fair motorable condition however, rock outcrops were encountered between 8+500 and 8+900 as well as deep deformations at 12+200.



A section regavelled section of Paidha Anyavu Road at 4+100



A section of Paidha-Anyavu Road at 9+100 at Nyapea

i) Implementation by Contracts

During the first half of the FY2020/21, the station supervised a total of four (4) framework contracts as shown in table 3.22.

Table 3.22: Performance of contracts at Arua UNRA station by 31st December 2020

Contract Name	Cum. Target %	Cum. Achieved progress %	Weighted Physical Performance (%)	Remark
Mechanized Maintenance under Frame Work Contract of Packwach-Panyamur (34.0km) Road-Call off Order Four	75.00	100.00	4.05	Contractor: M/s Kark Technical Services Limited Contract sum: Ug Shs 319,770,169 Commencement date: 15 th October 2020 Completion date: 14 th February 2021 The scope of works emergency works for swamp raising at chainages 29+500-26+900, and 29+500-30+500 and culvert installations at 31+370 and 32+950. The works were completed in December 2020 and the works were under the defects Liability period.
Mechanised Maintenance Under Framework Contract of Okollo-Inde (29.0km) Road-Call off Order Four	66.00	10.00	1.92	Contractor: M/s BLD Consults (U) Ltd Contract sum: Ug Shs 998,957,444 Commencement date: 15 th October 2020 Completion date: 14 th April 2021 The scope of works was grading, spot re-gravelling, fills to raise and culvert installation. The works were behind schedule as only 15% of the target progress was achieved complete.



Contract Name	Cum. Target %	Cum. Achieved progress %	Weighted Physical Performance (%)	Remark
Mechanized Maintenance under Frame Work Contract of Packwach-Panyamur (17.0km) and Ocoko-Inde (33km) Roads-Call off Order three	67.00	52.0	23.66	Contractor: M/s Kark Technical Services Limited Contract sum: Ug Shs 3,308,176,031 Commencement date: 2 nd August 2019 Completion date: 2 nd May 2020 revised to 30 th September 2021. The scope of works was grading, filling, culvert installation and gravelling. The works were slightly behind schedule.
Arua-Lia road (15), Arua-Muni PTC (6km), Vurra-Durramachaku (35km), Logiri-Bondo (17km) roads under Periodic Maintenance Of Selected Unpaved National Roads for 23 UNRA Stations-Lot 1	33.00	10.0	16.00	Contractor: M/s Davrich Company (U) Ltd Contract sum: Ug Shs 4,168,849,140 Commencement date: 1 st October 2020 Completion date: 30 th June 2021. The scope of works was grading, filling, culvert installation and gravelling. The works were behind schedule by 20%.
Overall weighted physical performance			45.63	Poor Performance

Source: Arua Station Quarterly Progress Reports FY 2020/21, and Author's compilation

Overall the performance of contracts at Arua UNRA Station was poor at 45.63% achievement of the semi-annual targets. Only one out of four contracts achieved their semi-annual targets. This under performance was mainly attributed to poor contractor mobilization and heavy rains.

Field Observations

Ocoko-Inde (33km): The road was graded in September and culverts had also been installed pending the construction of the end structures (head/ wing walls). Additionally, offshoots were visible. The road was in a fair motorable condition (0 to 8km) with some defects such as bumpy sections, section 8-15 km was in good motorable condition while 15-22.2km was poor due to gravel that was not spread. The road was fairly motorable at the end.

Inde-Okollo (29km): Noticeable activities that were ongoing was bush clearing, widening, grading, shaping and culvert installation. The concrete culverts of 900mm in diameter were being encased in concrete and the end structures were also being constructed. However, shoddy concrete works were observed at km 3+500. The road was in a fair motorable condition. Diversion to traffic to avoid obstruction of works was provided which was good practice.



A section of Ocoke-Inde Road with an encased culvert installed at km 2+900



Ongoing culvert headwall construction works at 6+000 on Inde-Okollo Road

Key issues at the station

1. The station does not have adequate machinery for force account work and contract supervision.
2. The local people along the project roads are unwilling to take up Labour Based Contract (LBC) works.
3. There is frequent breakdown of equipment units.
4. The station is faced with a challenge of siphoning of fuel from the equipment.
5. The fuel allocated to the station is inadequate to run the works.

b) Kitgum UNRA Station

This station has a total road network of 1064.1km, of which 134.1km (12.6%) was paved and 930km (87.4%) unpaved. The road network traversed six districts that included Agago, Katenga, Kitgum, Lamwo, Pader, and part of Amuru. The condition of the road network was: 60% in good condition, 28.7% in fair condition, and 11.3% in poor condition.

ii) Implementation by Force Account

The station's had an approved annual budget of Ug shs 3,308,267,478, of which a total of Ug shs 1,676,437,000 (50.7%) was received for force account activities and Ug shs 1,432,155,326 (85.4% of the releases) was expended by the end of December 2020. This was a good financial performance. The station planned to execute routine manual on both paved and unpaved; and mechanized maintenance on only unpaved roads as shown in table 3.23.

**Table 3.23: Performance of Force Account in Kitgum UNRA Station by 31st December 2020**

Output	Annual Target (km)	Cum. Achieved Quantity (km)	Weighted Physical Performance (%)	Remark
Routine Mechanised Maintenance (unpaved)	225	92.0	18.36	52.3% of the semi-annual target was achieved. Hence, a fair performance
Routine Manual Maintenance (paved)	131	131	8.26	The semi-annual target was executed. The works were executed in both Q1 and Q2 to satisfaction by the road gangs.
Routine Manual Maintenance (unpaved)	899	899	56.66	
Overall physical performance			83.26	Good performance at half year

Source: Kitgum Station Work Plan, Quarterly Progress Reports FY 2020/21, and Author's compilation

The overall achievement of semi-annual target was good at 83.26% despite the reported breakdown of road equipment as well as untimely access of the regional low bed to mobilise equipment units to the field.

Field observations

Acholibur-Puranga Road (62 km): These were emergency works in Q2 and the scope of works was spot grading, spot gravelling and drainage improvement works of culvert installation at Ug shs 105.514 million. Grading was carried out from Acholibur to Pajule. The road is highly trafficked and fairly motorable. However, due to the flat terrain, the edges of the road were being eroded and rumble strips were prominent on the road surface as a result of the high traffic volumes.

Pajule-Pader-Konkwich Road (27km): These were emergency works and the scope of works was spot grading and installation of an access culvert at Ug shs 10.436 million. The grading had been carried out although the surface had deteriorated with manifestation of rumble strips and pot holes in some sections.



A section of Acholibur-Puranga Road at 21+700



A section of Pajule-Pader-Konkwich Road at 14+100



ii) Implementation by Contracts

In the first half of the FY 2020/21, the station supervised a total of four (4) framework contracts as shown in table 3.24.

Table 3.24: Performance of Contracts at Kitgum UNRA Station by 31st December 2020

Contract Name	Cum. Annual Target %	Cum. Achieved progress %	Weighted Physical Performance (%)	Remark
Namukora-Lokapel (37km), Lokapel-Adilang (37km) and Palabek-Padibe (25km) roads under Periodic Maintenance of Unpaved National Roads for 23 Unra Stations Under Framework Contract for 3 Years Lot 09	77.40	33.3	25.77	Contractor: M/s MOHA Construction Ltd Contract sum: Ug Shs 5,061,514,006 Commencement date: 17 th September 2020 Completion date: 16 th June 2021 The scope of works was grading, -gravelling and drainage works. The works were at 40%. Hence, the works were behind schedule
Mechanized Maintenance Under Framework Contract of Kitgum-Orom (90.0km) Road	83.3	86.9	11.83	Contractor: M/s KUUKA Investments Limited Contract sum: Ug Shs 999,999,260 Commencement date: 26 th October 2020 Completion date: 25 th April 2021 The scope of works was site clearance and heavy grading. The works were on schedule
Mechanized Maintenance Under Framework Contract of Kitgum-Lukung (34km) Road	30.0	100.0	13.42	Contractor: M/s Upland Enterprises and Construction Ltd Contract sum: Ug Shs 1,133,781,604 Commencement date: 17 th November 2020 Completion date: 16 th May 2021 The scope of works was heavy grading, filling and spot gravelling. The works were ahead of schedule at 94% progress.
Mechanized Maintenance Under Framework Contract of Pader-Kalong-Paimol (46km) Road	30.0	100.0	14.86	Contractor: M/s Spider Contractors Ltd Contract sum: Ug Shs 1,256,233,900 Commencement date: 16 th November 2020 Completion date: 15 th May 2021 The scope of works was heavy grading, filling and spot gravelling. The works were ahead of schedule at 94.3% progress.
Overall weighted physical performance			65.88	Fair Performance

Source: Kitgum Station Quarterly Progress Reports FY 2020/21, and Author's compilation



Overall the performance of contracts at Kitgum UNRA Station was fair at 65.88%. Three (75%) out of four contracts achieved their semi-annual targets.

Field Observations

Palabek-Padibe Road (25km): The road received mechanised maintenance under a framework contract. The works were at 40% physical progress by the end of February 2021 where grading and spot gravelling for the entire section was complete. Pending works were gravelling and culvert installation. The road was well graded and shaped with a good motorable surface. However, it was noted that it was lower than the adjacent surround which hindered effective drainage.

Kitgum-Lukung Road (34km): The road was under mechanised maintenance under a framework contract. Grading and spot gravelling works were carried out and the physical progress was at 94% against a target of 66.7%. Hence, the contractor was ahead of schedule. Pending works were culvert installations. The road was in a good motorable condition.



A section of Kitgum-Lukung Road at 18+000



A section of Palabek-Padibe Road at

Key issues at the station

- a) Delays in accessing the regional low bed which affected equipment mobilization to sites.
- b) Poor telecommunication network making it difficult to communicate with the teams deployed in the field.
- c) Breakdown of machines and supervision pick-ups. The station has only one functional pickup which affects timely supervision.
- d) Shortage of fleet assistants.



c) Luweero UNRA Station

Luweero UNRA Station road network comprises of 1192.4km, of which 235.6km (19.8%) are paved and 956.8km (80.2%) unpaved. A total of 780.3km were in a good condition, 216.8km in fair and 193km in poor condition representing 84% of the network in fair to good condition for the FY2020/21. This was an improvement in the condition of the road network in fair to good during the FY2019/20 which was at 77%.

The station's annual budget for roads maintenance works was Ug shs 3,849,498,663 for FY 2020/21 of which Ug shs 1,610,704,163 (41.8%) was received and Ug shs 1,564,143,831 (97% of release) was spent by the end of December 2020. This was a good financial performance.

i) Implementation by Force Account

For the FY2020/21, the station planned to implement routine mechanised and manual maintenance activities. The physical performance of the station by 31st December 2020 is presented in table 3.25.

Table: 3.25: Performance of the Force Account Programme at Luweero Station by 31st December 2020

Out put	Annual Target (km)	Cum. Achieved Quantity (km)	Weighted Physical performance (%)	Remark
Routine Mechanised Maintenance (Paved)	188.00	29.00	1.63	15% of the planned outputs were achieved against 58% of funds received. Patching of potholes and desilting of the drains were carried out.
Routine Mechanised Maintenance (un paved)	314.00	144.00	20.86	46% of the planned outputs were achieved against 37% of the funds received. Heavy grading, spot gravelling, culvert installation and swamp rising were carried out
Routine Manual Maintenance (Paved)	235.60	235.60	8.69	26% of the budget was received. Manual works such as slashing and desilting were carried out
Routine Manual Maintenance (un paved)	956.80	945.70	34.88	30% of the budget was received. Manual works such as slashing and desilting were carried out
Overall Performance			66.05	Fair performance

Source: Luweero UNRA Station Quarterly Work Plans, and Progress Reports FY2020/21

The overall performance was fair at 66%; this was attributed to heavy rains during the first half of the financial year; the COVID-19 pandemic and inadequate equipment because the station has one reliable grader. The station majorly achieved grading, culvert installation and drainage improvement. It was observed that the station has inadequate number of supervision vehicles to facilitate monitoring the implementation of the works.

**Field observations**

Some roads implemented were sampled and the following were observed:

Kisuule–Nakaseke–Kapeeka Road (24.5km): The scope of works involved heavy grading, spot graveling, culvert installation, encasing and headwall construction; and drainage improvement. The planned outputs were achieved save for construction of headwalls. It was noted that the road has heavy traffic volume which makes it deteriorate so fast hence rendering it in need of fresh interventions every three months.

Kakinga–Kalungu–Dwaniro Road (23km): The scope of works was: heavy grading, spot graveling, culvert installation, encasing and headwall construction; and drainage improvement. The works were achieved except for excavation of drainage catchment. The road was motorable and in a good state.

ii) Implementation by contracts

In the FY 2020/21, the mechanised maintenance works using contracts were planned on a total of 623.8km (52.3% of total network). During the first half of the FY2020/21, the station supervised a total of four (4) framework and one (1) periodic maintenance contracts as shown in table 3.26.

Table 3.26: Performance of Contracts at Luweero UNRA Station as of 31st December 2020

Contract	Contract sum (Ug shs)	Cum. work Target (%)	Cum. Achieved (%)	Weighted Physical Performance (%)	Remark
Mechanised Maintenance of Selected National Unpaved Roads under Framework Contracts for 3 Years totaling to 568 km Lot 02: Luweero Station A total of 11 roads ³ . <u>Call Off Order No. 005</u> Contractor: M/s Network Uganda Limited Contract sum: Ug shs 3,689,557,035 Contract duration: 6 Months	–3,689,557,035	100	99	28.132	Grading, spot gravelling, installation of culverts and swamp raising were carried out on all the roads. The contract was however behind schedule due to a delay in commencement of works.



Contract	Contract sum (Ug shs)	Cum. work Target (%)	Cum. Achieved (%)	Weighted Physical Performance (%)	Remark
C307 Butalangu-Ngoma (53km), C332 Kasiso-Mazzi-Kalungi (57km), C046 Ziobwe-Lwajjali-Kabimbiri (22km) <u>Call Off Order No. 006-</u> Contractor: M/s Networld Uganda Limited Contract sum: Ug shs 2,789,769,334 Contract duration: 4 months	2,789,769,334	50	28.7	12.333	Grading was carried out on all the roads except C332 Kasiso-Mazzi-Kalungi road.
C307 Katuugo-Kinyogoga-Kaweweta Barracks (42km) <u>Call Off Order No. 001</u> Contractor: M/s Suez Auto Enterprises Ltd Contract sum: Ug shs 982,414,000 Contract duration: 3 months	982,414,000	100	59.33	4.489	Grading was carried out for the entire road length.
C317 Ngoma-Kinyogoga (27km) C304/C305 Kisuule-Nakaseke-Kapeeka-Busunju (51km) <u>Call Off Order No. 001</u> Contractor: M/s B.C.R General Ltd Contract sum: Ug shs 1,855,895,032 Contract duration: 4 months	1,855,895,032	100	13	1.858	Grading was carried out for the Ngoma-Kinyogoga road.
Periodic maintenance of C301 Luwero-Kikyusa-Ziobwe (36km), C184 Kakiri-Danze-mawale (23km), C154 Kapeeka-Butalangu (17km) Contractor: M/s Suez Auto Enterprises Ltd	3,666,390,390	100	56.5	28.132	Heavy grading, installation of culverts and swamp filling were done on all the roads. 33.4km of gravelling was carried out on Luwero-Kikyusa-Ziobwe road. The financial performance of



Contract	Contract sum (Ug shs)	Cum. work Target (%)	Cum. Achieved (%)	Weighted Physical Performance (%)	Remark
Contract sum: Ug shs 3,666,390,390 Contract duration: 9 months					the contract was estimated at Ug shs 2,487,165,885 (67.8% of the contract sum).
Overall physical performance				46.81	Poor performance

Source: Luweero UNRA Station Progress Reports

The overall performance of the contracts in Luweero UNRA station was poor at 46.81%. All the contracts were behind schedule. The poor performance of the contracts was due to the COVID-19 pandemic which affected movement of labour during the lockdown and heavy rains. The contracts also experienced delays in payment of IPCs and poor internal planning post the lockdown.



Gravelled section along Kisuule–Nakaseke–Kapeeka Road



Incomplete culvert without headwalls along Kisuule–Nakaseke–Kapeeka Road

d) Masaka UNRA Station

The station has a total road network of 1092.5km, of which 300.5km (27.5%) are paved and 792km (72.5%) are unpaved. The station network is in the following districts: Masaka, Lyantonde, Lwengo, Kalungu, Kyotera, Rakai and Sembabule.

i) Implementation by Force Account

The station had an annual budget of Ug shs 3,407,032,000. By end of Q2 of FY 2020/21, the station received a total of Ug shs 1,672,141,000 (49.1% of the annual budget) for its force account activities of which Ug shs 1,661,601,173 (99.4% of releases) was expended which was a very good financial performance.

The station planned to implement routine manual and mechanised maintenance activities on both paved and unpaved roads. Physical performance of the force account activities by 31st December 2020 is presented in table 3.27.



Table 3.27: Performance of Masaka UNRA Force Account Programme by 31st December 2020

Output	Annual Target (km)	Cum. Achieved Quantity (km)	Weighted Physical performance Score (%)	Remark
Routine Mechanised Maintenance (Paved)	92.00	15.00	3.03	63% of the funds for these outputs were released. Asphalt patching, pothole filling with gravel and repair of damaged sections of the tarmac roads was done.
Routine Mechanised Maintenance (unpaved)	209.00	75.00	35.28	Grading, spot gravelling, raising of low lying sections on some roads, culvert installation, encasing of culverts and end structures were carried out. Performance was affected by diversion of funds to handle emergencies.
Routine Manual Maintenance (Paved)	300.50	300.50	10.57	Target was achieved
Routine Manual Maintenance (unpaved)	792.00	792.00	28.18	Target was achieved
Overall physical performance			77.06	Good performance

Source: Masaka UNRA Annual Work plan; Quarterly Progress Reports Q1 & Q2 FY 2020/21, and Author's compilation

The physical performance of the force account activities was rated as good at 77%. The station majorly implemented grading works and spot gravelling; and attended to emergency works arising from road damage due to heavy rains to make the roads motorable.

The performance of the force account implementation was greatly affected by diversion of funds to manage emergency interventions on roads as a result of heavy rains, inadequate equipment as the station has only one grader; and a cumbersome procurement process for the small spares for the road maintenance equipment. The performance was also affected by heavy rains during the first half of the FY and the COVID-19 pandemic.

Some roads were sampled for inspection and the following were observed:

Bukulula–Kalungu (12km). The scope of works was heavy grading and spot gravelling at an estimated cost of Ug shs 20,640,000. The planned outputs were achieved and the road was in a good state. It was observed that the swampy section of the road required raising.

Barracks Access Road. The scope of works included grading, gravelling and lining of the drains. By the end of the half year period, the road was graded and gravelled and materials for lining the drainage had been mobilised. Construction of the lined drain using stone pitching was to be implemented in Q3.

ii) Implementation by Contract

In FY 2020/21, the station had one framework maintenance contract and one periodic maintenance contract. Details of the performance of these contracts are as shown in table 3.28.

**Table 3.28: Performance of Maintenance Contracts at Masaka UNRA Station by 31st December 2020.**

Contract Name	Contract sum (Ug shs)	Annual Target (%)	Cum achieved (%)	Weighted Physical Performance (%)	Remark
Periodic maintenance of Villa Maria – Kyamulibwa – kabulasoke (48km). Contractor: M/s Assured Engineering Services Ltd Contract sum: Ug shs 3,541,367,148 Contract duration: 7 months	3,541,367,148	62.5	45	55.200	The cumulative physical progress of the project was at 45% against a target of 62.5%. The project was behind schedule. Financial performance was estimated at 47%. The contractor had graded the entire road, culverts were installed and encased; gravelling and side drains and offshoots excavation were ongoing. The performance of the contract was affected by bad weather, breakdown of equipment, the COVID-19 pandemic which limited interaction with the community which limited outsourcing of labour force and delays in payment of advance which affected the contractor's cash flow.
Framework contract of Lumbugu-Lyantonde (34km) Contractor: M/s Azu Ltd Contract Sum: Ug shs 1,077,828,520 Contract duration: 8 months	1,077,828,520	100	98	22.867	Cumulative physical progress was at 98.5%. Financial performance was estimated at 65%. The project was affected by delayed payments, heavy rains and Covid – 19 pandemic.
Overall physical performance				78.1	Good performance

Source: Masaka UNRA Annual Work plan; Quarterly Progress Reports Q1 & Q2 FY 2020/21, and Author's Compilation

The overall physical performance of the contracts in the station was good estimated at 78.1%. Grading works, installation of culverts, encasing of the culverts were done on all the contracts; gravelling however was ongoing. It was observed that the side drainage in some sections along the road were damaged by heavy storm water due to inadequate or lack of offshoot drains. These sections should be reworked on.

The performance of the contracts was affected by delays in payment by the UNRA, frequent breakdown of the contractor's equipment and COVID- 9 pandemic which affected recruitment of the unskilled labour.



Gravelled Villa Maria–Kyamulibwa–Kabulasoke Road



Part of the damaged side drain along Villa Maria–Kyamulibwa–Kabulasoke Road

Key issues at the station

- a) Inadequate funds due to small allocation to the station vis-à-vis the road network affected implementation of some activities such as gravelling and swamp raising.
- b) Channelling of offshoot drains is a challenge as communities continuously block the excavated drains into their plots of land.
- c) Private developments within the swamps approved by NEMA have interfered with the hydrology of the catchment areas leading to flooding during the rainy season especially along the R. Katonga catchment area.
- d) Excavation of sand very close to the edge of the road within Lwela swamp has compromised the stability of the road pavement and performance of the drainage structures as these are frequently blocked.
- e) Generally, the station lacks adequate equipment such as; rollers, tipper trucks, supervision vehicles, water bowsers, excavator, and motor cycles to facilitate the execution of quality work and supervision by the staff.
- f) The station has inadequate number of operators and fleet assistants.

e) Masindi UNRA Station

Masindi UNRA Station network comprises of 650.1km, of which 130.2km (20%) are paved and 519.9km (80%) unpaved. The road network is found in the districts of Masindi, Kiryandongo, and Buliisa.

i) Implementation by Force Account

The station had a total budget of Ug shs 1,604,632,000 for force account activities, of which Ug shs 832,116,000 (51.9% of its annual budget) was received and Ug shs 787,516,265 (94.6% of release) was spent by 31st December 2020. This was a very good financial performance. The station planned to execute routine manual and mechanised maintenance on both paved and unpaved roads as shown in table 3.29.

**Table 3.29: Performance of force account at Masindi UNRA Station by 31st December 2020**

Output	Annual Target (km/No)	Cum. Achieved Quantity (km/No)	Weighted Physical performance (%)	Remark
Routine Mechanised Maintenance (Paved)	14.50	14.50	14.011	54% of the budget was received and all expended. Patching works and drainage desilting were achieved on the Kafu – Kigumba, Kigumba – Karuma and Masindi – Kafu road sections.
Routine Mechanised Maintenance (unpaved)	54.00	29.00	11.950	56% of the budget was received and all was expended. 53% of the planned outputs were achieved. Medium grading, swamp raising, gravelling, culvert installation, gabion works and river training were achieved.
Routine Manual Maintenance (Paved)	130.00	63.00	21.192	50% of the funds were received and 96% was expended. 48.5% of the planned outputs were achieved
Routine Manual Maintenance (unpaved)	221.50	97.40	32.573	61% of the budget was received and 87.9% expended. 44% of the planned outputs were achieved.
Green Right of Way (Grow) Project	42.00	38.00	3.903	100% of the funds were received and expended. 90.5% of the planned outputs was achieved.
Overall physical Performance			83.63	Good performance

Source: Masindi Station Quarterly Progress Reports FY 2020/21, and Author's Compilation

The overall physical performance of the force account works at the station was estimated at 83.63% which is a good performance. This good performance was as a result of the station's achievement of patching and desilting of drainage works on the paved road network; and the planned routine mechanised maintenance works on the unpaved roads.

Some roads were sampled for inspection and the following were observed;

Ihunga – Bulyamusenyu (42km). The planned outputs were grading, swamp raising, gravelling and gabion works at a budget of Ug shs 25,485,000. By the end of Q2, medium grading of 4.5km, swamp treatment with hardcore and raising with gravel was completed. Gabion works were in progress with the hardcore mobilized for this purpose.



Masindi – Rwenkunya (37km). The planned outputs were: medium grading, culvert installation, swamp filling and gabion works at a budget of Ug shs 45,100,000. By the end of Q2, the road grading, gravelling, culvert installation, swamp raising, gabion works and river training were carried out. However, construction of the culvert end structures was not done.



Incomplete installed culverts pending construction of headwalls along the graveled Masindi–Rwenkunya Road



Gravelled section of Ihunga–Bulyamusenyu Road with mobilised materials for gabion works

ii) Implementation by Contracts

The station had one (1) contract running as shown in table 3.30.

Table 3.30: Performance of Contracts at Masindi UNRA Station by 31st December 2020

Contract Name	Annual Target (km)	Cum. Achieved Quantity (km)	Weighted Physical Performance (%)	Remark
Periodic Maintenance of selected unpaved national roads for 23 UNRA stations: Lot 14 Masindi station (Ngwedo – Bugana – Waiga road, 23km) Contractor: M/s Dalach Investment Ltd Contract sum: 1,089,381,900 Contract duration: 6 months	100	74.1	74.1	Cumulative progress was estimated at 74.1% against a time lapse of 98%. The project was therefore behind schedule. Financial performance was estimated at 74% equivalent to Ug shs 807,000,752 payment to the contractor. The contractor had executed heavy grading works, gravelling, swamp filling. Drainage works such as offshoot excavation and installation of culverts were ongoing and were estimated at 85%.
Overall physical performance			74.1	Good performance

Source: Masindi Station Quarterly Progress Reports FY 2020/21, and Author's Compilation

Overall the performance of contract was good at 74.1%. It was affected by heavy rains during the first half of the FY and the COVID–19 pandemic which made mobilisation of workers and equipment hard and hence slowed progress. The project experienced delays in certification by UNRA which affected the contractor's cash flow and hence performance.

**Key issues at the station**

- a) The station had inadequate equipment; with only one grader, one roller; and one good supervision pickup and motorcycles to facilitate monitoring and supervision of the maintenance works.
- b) The station did not have any running framework contract which posed a risk of many emergency maintenance works especially during the raining season.
- c) The Grow Project whose scope involved planting of trees within the road reserve was affected by bush burning during the dry season.

f) Tororo UNRA Station

The station had a total road network of 647.3km, of which 198.6km (30.7%) was paved and 448.7km (69.3%) was unpaved. The road network traversed 8 districts that included Tororo, Butalejja, Busia, Namayingo, Bugiri, Namisindwa, Mbale, and Manafwa. The condition of the road network was: 70.9% in good condition, 23.9% in fair condition, and 5.2% in poor condition.

iii) Implementation by Force Account

The station had an approved annual budget of Ug shs 3,877,160,140, of which a total of Ug shs 2,163,452,280 (55.8%) was received for force account activities and Ug shs 1,479,935,404 (68.4% of the releases) was expended by 31st December 2020. The station planned to execute routine manual and mechanised maintenance on both paved and unpaved roads as shown in table 3.31.

Table 3.31: Performance of Force Account in Tororo UNRA Station by 31st December 2020

Output	Annual Target (km)	Cum. Achieved Quantity (km)	Weighted Physical Performance (%)	Remark	
Routine Mechanised Maintenance (paved)	44.5	31.5	6.48	70.8 % of the target was achieved.	This was mainly attributed to delayed procurement, heavy rains and inadequate fleet and their assistants.
Routine Mechanised Maintenance (unpaved)	238	114.9	41.31	69.3% of the target was achieved.	
Routine Manual Maintenance (paved)	158.3	50.00	2.34	The semi-annual target was not achieved. The mileage was maintained by the road gangs. However, some activities in the scope were not executed.	



Output	Annual Target (km)	Cum. Achieved Quantity (km)	Weighted Physical Performance (%)	Remark
Routine Manual Maintenance (unpaved)	452.5	205.7	28.76	The semi-annual target was achieved.
Overall physical performance			78.89	Good performance

Source: Tororo Station work plan, Quarterly Progress Reports FY 2020/21, and Author's Compilation

The overall physical performance of the force account works at the station was good as 78.89% of the semi-annual targets were met despite the challenges such as delayed release of funds which affected timely procurement. The lack of adequate road equipment and fleet assistants escalated the challenge.

Field observations

- **Nyambogo-Iyolwa-Mulanda-Nagongera Road (28km)** under routine mechanised maintenance: This road connects Nyambogo Trading Centre to Nagongera Town Council and carries heavy traffic. The scope of work was heavy grading, spot gravelling, culvert installation and drainage improvement at Ug shs 65 million. The works were executed at Ug shs 61.865 million and the road was in a fair motorable state (Mulanda-Nagongera section as inspected). However, it was noted that the quantities of gravel allocated were insufficient as evidenced by defects such as potholes and sections damaged buy water.
- **Doho-Namulo (14km)** under routine mechanized maintenance: The scope of work was heavy grading, filling (hardcore and gravel), and culvert installation at Ug shs 59.800 million in Q2. Prior to this, replacement of worn-out timber in Q1 at Ug shs 7.123 million had been planned but the works were not executed. Grading and spot gravelling were complete while culvert installation was pending. The road was fairly motorable.



A section of Doho-Namulo Road at 0+000 showing effects of untimely drainage improvement that threatened to destroy the works.



A swampy section of Mulanda-Nagongera Road at 5+400 with an installed armco culvert of diameter 1200mm

**iii) Implementation by Contracts**

In the FY 2020/21, the mechanised maintenance works using contracts were planned on a total of 26.5km (4.1% of total network). During the first half of the FY2020/21, the station supervised a total of five (5) framework contracts as shown in table 3.32.

Table 3.33: Performance of Contracts at Tororo UNRA Station by 31st December 2020

Contract Name	Cum. Target %	Cum. Achieved progress %	Weighted Physical Performance (%)	Remark
Mechanized Maintenance under Frame Work Contract of Rubonga-Mulanda-Budumba (45.0km) Road-Call off Order Seven	100.00	90.0	11.74	Contractor: M/s MG Engineers and Contractors Ltd Contract sum: Ug Shs 994,161,800 Commencement date: 1 st October 2020, Completion date: 30 th January 2021 The scope of works was medium grading and swamp raising. The contract was at 90% cumulative physical progress while financial progress was at 0%.
Mechanized Maintenance under Frame Work Contract of Namayingo-Bumero (35.0km) Road-Call off Order Four	100	100.0	10.82	Contractor: M/s MML road Construction Co. Ltd Contract sum: Ug Shs 824,891,685 Commencement date: 28 th September 2019 Completion date: 27 th February 2021 The scope of works was heavy grading, spot gravelling and drainage improvement. The contract was at 90% physical progress.
Mechanized Maintenance under Frame Work Contract of Kachonga-Kidoko-Mollo and Malaba Kwapa-Tuba Road(40km) Road	100	70.0	7.34	Contractor: M/s MG Engineers and Contractors Ltd Contract sum: Ug Shs 799,668,300 Commencement date: 1 st December 2020 Completion date: 28 th February 2021 The scope of works was heavy grading, spot gravelling, filling and drainage improvement. The contract was at 70% physical progress.



Contract Name	Cum. Target %	Cum. Achieved progress %	Weighted Physical Performance (%)	Remark
Mechanized Maintenance under Frame Work Contract of Tororo-Nagongera (20km) Road	100.00	45	5.77	Contractor: M/s BMCE Services Ltd in Joint venture with Apcon Company Ltd Contract sum: Ug Shs 976,967,843 Commencement date: 2 nd December 2020 Completion date: 1 st May 2021 The scope of works was heavy grading, spot gravelling, filling and drainage improvement. The contract was at 70% physical progress.
Periodic Maintenance of Tororo-Maliks road(8km),Magodes-Busumbu (14km) Road, and Munamba-Magale-Lwakhakha (22km) road	100.00	30	15.85	Contractor: M/s Thunderbolt Technical Services Ltd Contract sum: Ug Shs 4,026,864,460 Commencement date: 23 rd October 2020 Completion date: 23 rd July 2021. The scope of works was grading, spot re-gravelling, spot filling and drainage improvement. The contract was at 15% physical progress.
Overall weighted physical performance			58.80	Fair Performance

Source: Tororo Station Quarterly Progress Reports FY 2020/21, and Author's Compilation

Overall, the performance of contracts at Tororo UNRA Station was fair with 58.8% at the half year. The works on the road under periodic maintenance delayed to start which forced the station to do some emergency intervention to keep it motorable.

Observations

- **Tororo-Nagongera Road (45km):** The grading works were complete while pending works were gravelling (dumping of gravel) and drainage improvement was ongoing. The road fairly motorable. However, there was a lot of silting in the side drains due to the sandy soils in road prism, erosion of the road embankments and corrugations due to high volumes of traffic.
- **Rubongi Mulanda Road (45km):** The works were executed in time. The road was crossed by two swamps and culverts had been installed to improve drainage. Off shoots were visible. The road was in a good motorable state in gravelled sections and was fairly motorable in ungravelled sections.



Dumping and spreading of gravel on Tororo-Nagongera Road



A section of Rubongi-Mulanda Road at 0+000

Key issues at the station

- a) Inadequate machinery for force account work especially motor graders and contract supervision as well as transportation of fuel to the field.
- b) Frequent breakdown of equipment.
- c) Delayed disbursement of funds to the stations.

Key observation

Prolonged heavy rains experienced in Q2 greatly affected the performance of the gravel roads, several emergencies were experienced on the national road network.

Key issues, risks, and recommendations for NRM Programme

- i) Inadequate funding of force account activities, especially inadequate fuel. This greatly constrained the achievement of planned maintenance activities amidst the several emergencies caused by the heavy rains. - *There is a risk of failure to undertake all the planned force account maintenance works within the FY.*
- ii) Inadequate and unreliable equipment associated with frequent breakdown affected force account. The UNRA stations do not have excavators for excavating and loading gravel as well as the low beds to facilitate transportation of the equipment such as rollers to the required destinations. - *There is a risk of delays in implementation of works as stations have to share some of this specialized equipment.*
- iii) Late downstream disbursement of funds leading to delays in implementation of works. Most monitored stations received the quarterly disbursements more than 30 calendar days from the start of each quarter - *There is a risk of delayed implementation of planned works.*
- iv) Delayed supplies procurement. The procurement of most inputs such as equipment spares is lumped for all stations at the region. Once lumped, the estimates usually exceed the



threshold of Ug shs 5 million for micro procurement and hence head for a longer process.
- There is a risk of delayed implementation of planned works and loss of funds to Treasury at the end of FY.

Recommendations

- i) The UNRA should prioritise maintenance of roads and ensure downstream disbursement of force account funds as planned.
- ii) The UNRA should plan and improve the equipment capacity of stations in order to enhance efficiency and effectiveness.
- iii) The URF and UNRA should improve timeliness in downstream disbursement of funds to stations
- iv) The UNRA in coordination with PPDA should review the procurement processes at stations to enable individual stations manage the procurement of their equipment spares.

Conclusion

Overall the performance of the NRM Programme was good with 70% of the semi-annual output targets achieved. The physical performance of the force account and contract components of the NRM programme were good at 78.7% and 61.5% respectively.



CHAPTER 4: CONCLUSION AND RECOMMENDATIONS

4.1 Conclusion

The overall Works and Transport Sector budget for the FY2020/21 increased by 7.9% from Ug shs 6,425.028bn in the FY 2019/20 to Ug shs 5,914.52bn. By 31st December 2020, 50.1% of the sector budget had been released and absorption was at 90.7%. This was a good financial performance. The good release was majorly contributed by the GoU component which had an average release of 50.8% of the budget for the three votes. The donor component averaged at 40.6% release for three votes. The budget release and absorption of the three votes monitored that is Vote 016-MoWT, Vote 113-UNRA and Vote 118-URF in the road sector by the end of December 2020 was 33.4%, 57.5% and 51.2%; and 99.0%, 87.6%, and 97.9% respectively.

The overall physical performance of the Roads Sub-Sector was fair at 61%. The Ministry of Works and Transport and the National Roads Construction/Rehabilitation Programme performance were fair at 63% and 50% respectively, while that of Uganda Road Fund was good at 70%. Achievement of targets across all the votes was majorly affected by the inclement rains in the first half of the financial year which disrupted progress of works and caused emergencies on the national and district road.

For Vote 013 – MoWT, the fair performance was attributed to the good performance of the projects which had activities that were rolling over from the previous FY like the Community Roads Improvement Project (CRIP). Performance was however mainly affected by: the prolonged heavy rains in the first and second quarter of the FY; and delays in procurement of service materials for force account units. It was observed that activities in the roads sub-sector have continued to be implemented beyond the stipulated timelines due to funding short falls especially after commencement.

The performance of Vote 116 – UNRA which implements the National Roads Construction and Rehabilitation Programme was fair with 50.0% of the semi-annual targets achieved. This was in view of the under achievement of semi-annual targets on some projects such as: Busega–Mpigi Expressway (6.7%), Rukungiri–Kihiki–Ishasha/Kanungu (16.1%), Tororo-Mbale-Soroti and Soroti-Dokolo-Lira-Kamdini (0.0%), and Kampala Flyover (26.9%). Nonetheless, some projects achieved their semi-annual targets including Kampala Northern bypass, Namunsi–Sironko Muyembe/Kapchorwa PHASE II, and the Emergency Design and Build of Ora 1, Ora 2, Awa, and Olemika bridges in West Nile Sub-Region. Overall, the National Roads Construction and Rehabilitation Programme achieved a total of 40.1km-equivalent of paved roads rehabilitated and 180.8km-equivalent upgraded to paved standard in the first half of the FY.

The performance of the URF was good at an estimated at 70%. The vote has two maintenance programs: District, Urban and Community Access Roads (DUCAR) and the National Roads



Maintenance (NRM). The performance of the DUCAR Programme was fair at approximately 60.9% while that of the NRM Programme implemented by UNRA was good at 70%. The performance of both programmes was mainly affected by the prolonged torrential rains in the first half of the FY, the COVID-19 pandemic with the associated restriction on movement which affected the operation of road maintenance activities, and late downstream disbursement of funds to the implementation units. The DUCAR Programme was further affected by the sharing of roads maintenance equipment units between the districts, municipalities, town councils, sub-counties and sometimes with UNRA.

The achievement of the semi-annual output targets in the National Roads Maintenance Programme was boosted by the use of framework contracts in the maintenance of a portion of the national roads network. The national road network condition in the first half of the financial year was 85% of paved roads in fair to good condition and 77% of unpaved roads in fair to good condition

4.2 Key challenges

- All the Roads Sub-Sector agencies were affected by the heavy and prolonged rains in the first half of the financial year which stalled works on development projects and caused emergencies for the maintenance units. This resulted in deviation from planned activities as agencies struggled to keep the network accessible and motorable.
- The COVID-19 pandemic has had adverse effects across all programmes of the Roads Sub-Sector ranging from: the restrictions on movement of staff, the down scaling of the workforce on projects in an effort to observe the SOPs, to the funding shortfalls in Q4 of the previous FY that have had a spillover effect in FY2020/21.
- Projects under MoWT are characterised by delays in implementation and time overruns. This is mainly attributed to funding short falls especially after commencement, delays in procurement of inputs for Force Account Units which affects commencement of activities in the FY; inadequate equipment for the units; irregular and inadequate release/transfer of funds to project implementation units resulting in delays in paying service providers.
- The URF implementing agencies were faced with delayed disbursement of funds to implementing agencies; inadequate mechanical imprest; delays in procurement of service providers; and lack of reliable and adequate supervision vehicles.
- The DUCAR agencies further had understaffing of works departments and dilapidated equipment fleet at the municipalities which compelled most MCs to rely on borrowed equipment from the DLGs or hiring.
- The UNRA stations have also continued to grapple with obsolete equipment associated with frequent breakdown and inadequate for the road network; inadequate allocation of fuel for force account activities, and scarcity of gravel especially in areas that are having development projects.



4.3 Recommendations

- The GoU should increase the budget provisions for road maintenance in the next FY as planned activities in the current FY have been disrupted by the prolonged and heavy rains that have caused emergencies on the network.
- The MoWT should adopt the use of framework contracts to curb the delays arising from procurement of service providers. This will also address the issue of late commencement of planned activities.
- The GoU/UNRA should mobilise sufficient funds for the full compensation of the PAPs for ongoing projects to curb the interest and claims arising from such scenarios.
- The UNRA should also devise a strategy that expedites the valuation, verification and payment process for land acquisition whereby land and properties to be acquired are captured and valued, and MoUs signed with the owners as the valuation process is completed. The contractors are then allowed to work in these affected areas as the compensation process is finalised.
- The GoU should increase the budget provisions for road maintenance in the next FY as planned activities in the current FY were disrupted by the prolonged and heavy rains that have caused emergencies on the network which already had an increasing maintenance backlog.
- The UNRA should improve the equipment capacity of stations in order to enhance efficiency and effectiveness of the road maintenance funds.
- The UNRA should rationalise the allocation of fuel for force account activities at the stations to take into account the terrain challenges of each station
- The MoWT should undertake research in appropriate technologies for road construction and maintenance. In addition, the URF should support its agencies in rolling out the several alternative road surfacing materials previously researched on like the low cost sealing.
- The URF should rationalise the funds allocated for mechanical repairs. In addition, the MoWT should beef up the regional mechanical workshops to effectively handle maintenance and repair of the road maintenance equipment.



REFERENCES

1. Annual Work plans for Districts and Municipalities, FY 2020/21
2. Annual Work Plans for UNRA Stations FY 2020/21
3. District Local government and Municipalities, Q2 Performance Reports to URF, FY 2020/21
4. MoWT Q2 Performance Report, FY 2020/21
5. MoWT, Community Roads Improvement Project report, December 2020
6. MoWT, Unrban Roads Resealing Project Quarter 2 Report, FY 2020/21
7. Semi-Annual Budget Performance Report, Works and Transport Sector, FY 2020/21
8. UNRA Monthly Progress Report for the Bridges Projects, December 2020.
9. UNRA Monthly Progress Report for the Rehabilitation Projects, December 2020.
10. UNRA Monthly Progress Reports for Upgrading Projects, December 2020
11. UNRA Projects Status Report for December 2020
12. UNRA Projects Status Report for June 2020
13. UNRA Q2 Performance Report, FY 2020/21
14. UNRA Stations Q1 performance reports to URF, FY 2020/21
15. UNRA Stations Q2 performance reports to URF, FY 2020/21
16. URF Q2 Performance Report, FY 2020/21
17. Works and Transport Sector Ministerial Budget Policy Statement, FY 2020/21





Plot 2 -12 Apollo Kaggwa Road
P. O. Box 8147, Kampala - Uganda
www.finance.go.ug