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UGANDA ROAD FUND BUDGETING AND OPERATIONAL GUIDELINES

*Budgeting & Operational Guidelines for Designated Agencies
in FY 2018/19*

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ROAD MAINTENANCE BUDGETING AND OPERATIONAL GUIDELINES-FY 2018/19

Budgeting and operational guidelines to Designated Agencies for FY 2018/19

Introduction

Purpose of the guidelines

- 1.0 The guidelines contained in this framework serve to:
 - a. Communicate the resources envelop for maintenance of various road categories and related functions carried out by designated agencies and sub agencies in the management of public roads;
 - b. Communicate planning, budgeting and operational guidelines to designated agencies for implementation of road maintenance programme in the year; and
 - c. Request for finalization of annual road maintenance programmes from DAs for input into the Annual Road Maintenance Plan and associated expenditure programme of the Fund.

- 2.0 The road fund budgeting and operational guidelines compliment the communication from the Permanent Secretary/Secretary to the Treasury, MoFPED ref: BPD 86/268/02 dated 8/06/18. It communicates final road maintenance planning and operational framework to guide designated agencies in FY 2018/19. The URF allocation for FY 2018/19 has increased by UGX 125bn to UGX 542.52bn when compared with FY 2017/18 funding levels of UGX 417.39bn.

- 3.0 The funding will support the implementation of the fifth year component of the URF 5- year Road Maintenance Financing Strategic Plan. The planned targets for the national roads network pegged to the enhanced maintenance resources are shown in Table 1.0 below. Other planned expenditures during the year will cover operational costs of UNRA and internal administrative costs of URF.

Table 1.0 showing planned outputs for FY 2018/19 vs FY 2017/18

S/N	Intervention	FY 2017/18	FY 2018/19	%age Change
National roads				
1.	Routine Manual-Paved	3,420	3,760	10%
2.	Routine Manual-Un paved	12,956	14,043	8%
3.	Routine Mechanised Paved ¹	3,150	1,744	-45%

S/N	Intervention	FY 2017/18	FY 2018/19	%age Change
4.	Routine Mechanised un paved ²	15,000	10,186	-32%
5.	Periodic M'tenance paved	40	61	53%
6.	Periodic M'tenance un paved ³	2,500	636	-75%
7.	Bridges Maintenance ⁴	345	324	-6%
8.	Ferries operations	13	13	0%
9.	Weigh bridges	8 fixed, 4 mobile	10 fixed, 10 mobile	10%
Kampala City roads				
10.	Routine Manual/Mechanised Paved ⁵	480	425	-11%
11.	Routine Manual/Mechanised un paved	400	453	13%
12.	Periodic M'tenance- paved	3.7	3.98	8%
13.	Periodic M'tenance- un paved	-	-	0%
District roads				
14.	Routine Manual M'tenance	26,264	27,508	5%
15.	Routine Mechanised M'tenance	9,232	14,435	56%
16.	Periodic M'tenance	2,662	4,103	54%
Municipal roads				
17.	Routine Manual M'tenance	1,963	2,237	14%
18.	Routine Mechanised M'tenance	1,272	1,517	19%
19.	Periodic M'tenance	271	626	131%

Notes:

- 1) Few kilometres of paved roads planned in FY 2018/19 because the scope of works on paved roads under routine mechanised maintenance is much bigger. They include isolated base repairs, pothole patching, edge repairs, shoulder recharging and drainage works which are costly than the normal routine mechanised where only basic maintenance (mainly pothole patching & edge repairs);

- 2) Few kilometres of unpaved roads planned in FY 2018/19 because the scope of works under term maintenance and routine mechanised mtce (Framework contract) are bigger and more costly than the routine mechanised maintenance (grading and drainage works only) in FY 2017/18;
 - 3) Few kilometres of unpaved roads planned for periodic maintenance in FY 2018/19 due to: (i) Planned bottleneck improvement works on 159km of roads are heavy and costly maintenance interventions; (ii) Some unpaved roads are planned for low cost sealing and upgrading projects;
 - 4) The scope of works on 13 drifts the planned for FY 2018/19 is bigger and more expensive. Hence the reduction in the number of bridges to be maintained;
 - 5) Reduction due to some paved roads planned for major rehabilitation works.
- 4.0 Table 1.0 above shows mostly an increment in the planned outputs for most expenditure heads in of FY 2018/19 when compared to FY 2017/18 which can be attributed to the funding increment of UGX 125bn. The above targets will be delivered by two authorities i.e. UNRA & KCCA, 127 Districts, 41 municipalities collectively known as designated agencies and 421 Town councils and 1,181 sub counties all known as sub agencies. Force account remains the preferred delivery approach for DUCAR roads. A mix of force accounts and contracting shall be applied by the two authorities to deliver their programs.
- 5.0 In FY 2018/19, maintenance of public roads shall continue to be financed from appropriations by Parliament via the consolidated fund. Allocations for the available funding has been based on the existing budget allocation formulae that gives effect to section 22 (2) of the URF Act, 2008. While the central allocation done by URF is to provide planning ceilings to various categories of DAs, the internal allocations to individual programs for road schemes are done by the agencies themselves.
- 6.0 The allocation factors considered central stage at URF include the conditions of the public roads, maintenance requirements, and length of the road network and the relevant volume of traffic for each agency. Equity concerns have been considered to the extent possible in the formula.
- 7.0 The results of the global funds allocation are as shown in Table 2.0 below:

Table 2.0: FY 2018/19 global allocation per network category

S/N	Road category			FY 2018/19 budget (UGX)			Remarks
	Name	Size (km)	%age	Amount (bn)	% age of Total	Change over FY 17/18	
1.0	National	20,571	15%	312.6	57.61	16.66%	15% of network size taking 57% of the road budget due to the high traffic volume of 80% of the total.

S/N	Road category			FY 2018/19 budget (UGX)			Remarks
	Name	Size (km)	%age	Amount (bn)	% age of Total	Change over FY 17/18	
2.0	KCCA	2,103	2%	30.56	5.63	56.49%	Concentrated traffic volume at nearly 60% of the national total.
3.0	District	34,381	25%	74.94	13.81	55.55%	For maintenance of low volume roads in 127 districts
4.0	Municipals	3,198	2%	34.79	6.41	34.51%	For maintenance of major urban streets in 41 MCs
5.0	Town councils	9,530	7%	31.93	5.89	61.59%	For maintenance of urban roads in 214 TCs out of 421 approved by Parliament todate.
6.0	CARs	68,933	50%	17.71	3.26	125.69%	For maintenance of un-engineered very low traffic volume roads in 1,155 s/counties
Total		138,716	100%				

- 8.0 Planned targeted interventions on the DUCAR network include UGX 12.0bn for completion of extended periodic maintenance of selected roads in 46 no Town Councils that commenced in FY 2014/15 and 2015/16; UGX 1.783bn for repair and maintenance of small bridges and UGX 3,566bn for emergency/special interventions.
- 9.0 When allocating and prioritizing funds for various categories of programs and individual road schemes, designated agencies should take into account factors mentioned in section 22 (2) of the URF Act, 2008 and referred to in section 6.0 above that include the conditions of the public roads, maintenance requirements, and length of the road network and the relevant volume of traffic for each agency.
- 10.0 In the year, agencies should ensure to provide timely reporting and accountability for the funds provided. Agencies that will fail to submit timely and satisfactory accountabilities risk losing out on quarterly

disbursements and names of the accounting officers submitted to MoLG and OPM for further action for DUCAR agencies. The oversight roles of DRCs should be strengthened while URF commissioned audit and M&E should be supported and facilitated with correct and timely information.

11.0 Cross referencing documents to these guidelines include:

- a) Uganda Road Fund Act 2008 and related instruments such as the Five Year Road Maintenance Strategic Plan (2014/15 to 2018/19);
- b) The One Year Road Maintenance Plan (OYRMP) and the Associated Expenditure Program (AREP) of the Fund for the planning year (2018/19);
- c) Circular issued by Ministry of Finance, Planning and Economic Development ref No. BPD 86/268/06 dated 8th June 2018.
- d) The Second Budget Call Circular (BCC) for FY 2018/19 issued by Ministry of Finance, Planning and Economic Development ref No. BPD 86/107/02 dated 15th February 2018
- e) The URF Programming and related Manuals (available on URF website: www.roadfund.ug);
- f) Force accounts guidelines issued by MoWT in August, 2017;
- g) Public Finance Management Act, 2015;
- h) PPDA regulations, 2014;
- i) UNRA Act, 2006;
- j) KCCA Act, 2010;
- k) Local Government Act 1997.

Road Maintenance Resources for FY 2018/19

- 12.0 The FY 2018/19 budget for maintenance of public roads is UGX 542.52bn which is an increment of UGX 125bn compared with FY 2017/18 funding levels.
- 13.0 The available MTEF ceiling of 542.52bn is globally allocated amongst designated agencies as outlined in Table 3.0 below.

Table 3.0: Global allocation of road maintenance funds for FY 2018/19

No.	Programme Item	Proposed FY 2018/19		Remarks/Purpose of Release
		Amount (US\$ bn)	% of Total	
1	Maintenance of National roads (by Uganda National Road Authority)	300.962	55.48%	To finance national road maintenance whose scope include routine and periodic maintenance works, bridges, ferries, axle load control, road safety and related services.
		11.600	2.14%	Operational expenses of UNRA as allowed in section 22 - 1 (c) of URF Act 2008.

No.	Programme Item	Proposed FY 2018/19		Remarks/Purpose of Release
		Amount (US\$ bn)	% of Total	
Total for maintenance of National Roads		312.563	57.61%	To maintain an expanded network of approximately 21,000km.
2	Maintenance of City Roads (by Kampala Capital City Authority)	30.555	5.63%	Routine and periodic maintenance of the City Road Network including street lighting, road safety and other related services.
Total for maintenance of City Roads		30.555	5.63%	To maintain a network of approximately 2,200 km.
3	Maintenance of District, Urban and Community Access Roads (DUCAR)	74.934	13.81%	Routine and periodic maintenance of District Roads (127 No. Districts). Scope of works include manual, mechanized, periodic - gravelling, bridges and culvert installation.
		17.708	3.26%	Removal of bottlenecks on Community Access Roads covering 1,181 sub-counties).
		31.931	5.89%	Maintenance of Town Councils roads (in 421 TCs). Scope of works include manual, mechanized, periodic and bridge repairs.
		34.785	6.41%	Routine and periodic maintenance of Municipality roads (41No. municipalities). Scope of works include manual, mechanized, periodic, bridge repairs.
		4.592	0.85%	Special allocation to agencies in Greater Kampala metropolitan area (Nansaana MC, Kira MC, Entebbe MC, Mukono MC, Makindye Sabagabbo MC and Wakiso DLG.
Total for RM and PM of DUCAR network		163.950	30.22%	Routine and Periodic Maintenance of DUCAR network
Extended PM Town councils		11.925	2.20%	Extended PM of roads in selected Town councils (46No.)
Construction of small bridges		1.783	0.33%	Construction of small bridges on the DUCAR Network
Special intervention Fund on DUCAR Network		3.566	0.66%	Special interventions on the DUCAR road network
Affirmative action for distressed areas in terms of terrain, lake realm areas, islands, topography		1.281	0.24%	To handle maintenance works in distressed areas (difficult terrain/lake rim areas) e.g. Buhweju DLG, Kalangala DLG, Kapchorwa, etc.
Research into alternative technologies & Road safety		2.000	0.32%	Piloting and rolling out alternative materials technologies on DUCAR network
Establishment of TSUs		0.781	0.14%	To build capacity of DAs in terms of planning, reporting and

No.	Programme Item	Proposed FY 2018/19		Remarks/Purpose of Release
		Amount (US\$ bn)	% of Total	
				implementation.
	M&E of DUCAR Network	0.446	0.08%	Tracking results of road maintenance programmes.
	Technical & Financial reviews of DUCAR network	0.446	0.08%	To check compliance with established procedures.
Total for DUCAR and KCCA Network Maintenance		214.734	39.58%	Routine and periodic maintenance of DUCAR network and special interventions
4	URF/PPDA	6.000	1.11%	Construction of URF/PPDA House
5	Strengthening capacity of URF	0.870	0.16%	To strengthen internal capacity of URF secretariat.
6	Items administered by the Secretariat	8.351	1.54%	Administrative expenses of the URF Secretariat.
Total for URF Secretariat		9.221	1.70%	
Grand Total		542.517	100.00%	All funds from consolidated fund via vote 118.

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

FY 2018/19 targets derived from the URF 5 - Year Road Maintenance Financing Strategic Plan

15.0 5-year targets

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

- a) Improving the conditions of national roads in fair to good from 60% to 85%;
- b) Improvement of road safety and axle load control on the national network;
- c) Operation and maintenance of ferries.

The plan is now in its fifth year of implementation from base year 2014/15 to FY 2018/19 has routinely been implemented through the Funds annual road maintenance and expenditure plan.

16.0 FY 2018/19 targets and resources

The FY 2018/19 targets and the required resources are shown in Table 4.0 below.

Table 4.0 FY 2018/19 estimated targets and available resources:

S/ N	Work category	National Roads (kms)		City Roads (kms)		District/TC Roads (kms)	Municipal Roads (kms)
		Paved	Unpaved	Paved	Unpaved	Paved/Unpaved	Paved/Unpaved
1	RMM (km)	3,760	14,043	425	453	27,508	2,237
2	RMechM (km)	1,744	10,186	425	453	14,435	1,517
3	PM (km)	61	636	3.98	Nil	4,103	626
4	Bridges (nos)	324		Nil	Nil	25	2
5	Ferries (nos)	13		Nil	Nil	Nil	Nil
6	Axle load control (nos)	10 fixed and 10 mobile		Nil	Nil	Nil	Nil
7	Culverts (Lines)	Nil	Nil	Nil	Nil	6,668	762
UGX (billions)		312.563		30.555		138,387	37.312

Planning Principles

17.0 Objectives of Road Maintenance

There are three objectives, namely:

- i) To retain highway safety standards at a level consistent with usage. Timely maintenance sustains the quality and safety of a road in a condition close to original design and minimizes user costs. This will

help keep roads open and enable greater regularity, punctuality and safety including road transport services.

- ii) To preserve structural integrity throughout the pavement design life. This scenario prolongs road life and postpones the time when renewal will be required.
- iii) Minimizes vehicle operating costs. It reduces the cost of operating vehicles on roads.

18.0 Planning of Road Maintenance

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

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

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

19.0 Road/Structures Inventory and Condition Survey

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

19.1 Road Inventory

The road inventory shall provide a detailed record of the road network (List all features of a road). Data recorded in a road inventory template in Annex 1.0 shall be obtained by:

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

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

19.2 Road Condition Survey

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

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

19.3 Bridge Inventory and condition survey

An inventory and condition survey of the bridges on the agency road network shall be carried out on annual basis using the template in Annex 5. The bridge inventory and condition assessment report will be submitted to URF as part of the agency annual workplan for FY 2018/19.

From the inventory and condition survey reports, the following shall be determined: the size or scope of the infrastructure; condition of the assets; the maintenance needs of the road network; and the quantity of works (length, width, thickness) to be executed.

The road/structures inventory and condition survey report shall form part of the submission to URF of the Annual Road Maintenance Programme for

FY 2018/19. The road maintenance needs assessment report shall include road inventory, road condition survey data and traffic data.

19.4 Costing of road works

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

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

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

- 20.0 **Ideal Maintenance requirements: All DAs should** submit their ideal maintenance requirements per intervention under the unconstrained budget scenario.
- 21.0 **Preparation of Road Maintenance Plans:** All DAs should complete preparation of their Annual Road Maintenance Programmes prioritized within the available budget and for the allowed works. The details shall include work quantity, type and amounts allocated for each road and facilities. The template of the planning forms (enclosed in **Annex 2**) to be filled should be submitted to the Fund in line with section 23 (1) of the Act by **31st Jan 2019**. The Plans should be accompanied by a DRC approval minute in case of Local Governments, Board approval minute in case of UNRA and Council approval minute in case of KCCA.
- 22.0 **Guiding maintenance Policy for agencies during FY 2018/19**

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

- a) Works on DUCAR network shall be implemented by Force Account (FA) while a mix of FA and contracting is allowed on national and city roads. The guidelines for FA have already been issued by MoWT to all DAs. Attached in **Annex 4** are the Force Account planning and reporting tables to be used during the FY 2018/19;

- b) Routine maintenance should be applied to maintainable road sections not undergoing periodic maintenance or other interventions;
- c) Periodic maintenance should be applied to roads and sections that last underwent periodic maintenance not less than four years ago (gravel roads) or 7 years (paved roads) or for a paved road with roughness in excess of 3.5 IRI.
- d) First call on funds should be carried over projects from FY 2017-18;
- e) Road safety and Axle load control on the national network should be enforced;
- f) For national roads comprising of 4,293km paved and 16,278km unpaved, operational expenses should not exceed UGX 18.98bn to be expended on items already agreed upon between the two Boards;
- g) UNRA station Engineers should participate in the DRC meetings of administrative districts under their stations;
- h) For city roads, priority should be given to routine maintenance and pothole elimination on key city routes;
- i) For city roads comprising of 578km paved and 1,525km unpaved, drainage maintenance and storm water management should be prioritized;
- j) Road formation camber and drainage should be enhanced and rendered operational to ensure a well-drained road network;
- k) For district roads, priority should be given to maintenance of roads connecting to UNRA roads;
- l) For district roads comprising of 34,381km unpaved, priority should be given to maintenance of roads connecting to UNRA roads;
- m) For urban roads comprising of 383km paved & 2,815km unpaved in municipalities and 140km paved & 9,390km unpaved, priority should be given to maintenance of roads connecting to district roads;
- n) For community access estimated at 68,933km unpaved roads, priority should be given to removal of bottlenecks.
- o) For CARs, as much work should be delivered through Bulungibwansi.

23.0 Agency capacity

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

24.0 **Procurement plans**

Procurements planned for the FY 2018/19 shall be according to a procurement plan drawn and agreed with the Fund at time of submission of road maintenance plans for collation. This is a requirement within the final Budget Call Circular of MoFPED and is ably guided in PPDA procedures.

25.0 **Extended Periodic Maintenance of Town Councils Roads**

The allocation to this project in FY 2018/19 is UGX 11.925bn for completion of extended PM of selected roads in 46 Town councils who had received funding for PM on their key roads but were unable to complete the works due to inadequate funding. The beneficiary Town councils are now advised to budget for completing the earlier planned 1km in the FY 2014/15 and 2015/16. The delivery approach shall be by Force Account.

26.0 **Maintenance of small bridges on DUCAR network**

In FY 2018/19, a special allocation of UGX 1.783bn has been made available for special intervention on strategic key bridges on the DUCAR network. The qualifying works on bridges will include the following:

- a. Cyclic maintenance activities such as vegetation control, bridge deck sweeping, expansion joint cleaning, bridge drainage pipe cleaning, cleaning of bridge bearings, pier caps, abutments, concrete rails, parapets, painting of parapet walls & guard rails, protection against scour (stone pitching, gabions, rip-rap), river training, replacement of decayed timber decks, clearing of weeds, float debris and overhanging limbs from the vicinity of the bridge, etc.
- b. Corrective or Minor repairs done as needed and as identified through the inspection process include activities such as repairing concrete decks, expansion joints, damaged bearings, deteriorated steel sections, concrete substructures, concrete foundations, erosion/scour; painting structural steel members; removing debris from waterway channels; replacing wearing surfaces; extending or enlarging deck drains; overlay waterproof membrane on concrete; repair and replacement of bridge railings, decks, approaches and substructures of damaged bridge components & bearings, strengthening of deck, deck replacement, embankment reconstruction, stabilising banks and correcting erosion problems, construction of scour checks, servicing bearings, sealing minor cracks, tighten bolts, channel lining, replacing of rubbers, welding guard rails, part of trusses etc.
- c. Technical and specialized repairs, including jacking up the structures, crack repairs, epoxy injection, replacement, repairing or adjusting bearing systems, repair and sealing of expansion joints,

repair or reinforcement of main structural members to include stringers, beams, piers, pier and pile cap, abutments and footings, underwater repairs, major deck repairs, and major applications of coatings and sealants.

For avoidance of doubt, major works activities, complete replacement such as bridge replacement and new constructions of bridges should be referred to MoWT who have a dedicated budget line for such interventions.

Designated Agencies are requested to propose suitable bridge schemes that fit the above description for evaluation by URF. Note that not all schemes will be funded but priority will be given to maintain bridges whose collapse will cause catastrophic consequences.

27.0 Removal of bottlenecks on Community Access Roads (CARs)

In FY 2018/19, UGX 17.708bn has been provided for maintenance of CARs which is an increase of UGX 9.86bn compared to the FY 2017/18 funding levels of UGX 7.85bn. The funds are specifically for routine manual/mechanised maintenance, removal of bottlenecks including activities such as culverts installation and spot improvements in 127 Designated Local Governments covering 1,181 sub-counties.

28.0 Emergency/Special Interventions

In FY 2018/19, UGX 3,566bn has been allocated to address emergencies/special interventions on the DUCAR network. Selection of beneficiary agencies will be in accordance with criteria approved by Board which takes into account the cause, extent & effect of damage and topography of affected area. The detailed criteria are attached as **Annex 6**.

29.0 Mechanical Imprest

In FY 2018/19, designated agencies should plan and budget for mechanical imprest (based on their needs) and training of operators and drivers up to a maximum 15% of their declared IPF. The mechanical imprest funds are to handle light maintenance and repairs of both new and old District/ Town Council road equipment. Such services should be obtained from MoWT workshops or competitively procured following PPDA guidelines. Accountability should be included within the quarterly physical and financial accountability and equipment productivity reports.

Major repairs (such as engine overhaul, replacement of major parts, etc) should be undertaken at the Regional Mechanical Workshops of Bugembe, Mbarara and Gulu. Ministry of Works and Transport has made provisions for these facilities.

MoWT shall announce training opportunities during the FY and agencies shall use part of the 15% to facilitate the training of operators and drivers of their road equipment.

30.0 Distressed areas like mountainous and low lying areas

In consultation with MoWT, URF has made a provision of UGX 1.281bn for gravely distressed areas on the DUCAR network. These include among others difficult/hilly terrain areas, lake basin/low lying areas and islands. This funding is project-specific that seeks to address a pertinent bottleneck to interconnectivity such as swamp filling, embankment restoration/raising, major drainage works, flood management schemes and slope protection/anti-landslide measures. Each agency will be required to prepare a budgeted intervention project not exceeding Ushs 100m to relieve the network.

31.0 Road Safety

Designated agencies should allocate up to a maximum of 5% of their road maintenance budget towards road safety activities. The qualifying works include installation of road furniture, lane marking, speed humps, facilities for non-motorised users, zebra crossings, community awareness & sensitisation.

32.0 Categories of DUCAR road works:

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

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

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

- b) Routine mechanized maintenance shall be by Force Account using owned or hired equipment. Most local governments received pieces of

equipment for the purpose from the lot imported from China in 2011 and from Japan in 2017.

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

33.0 **New Designated Agencies in FY 2018/19**

In FY 2018/19, the number of Designated Agencies has increased by 6 new Districts making a total of 170 URF designated agencies and the number of sub agencies has also increased by 207 new Town Councils. The available resources have further been spread to cater for these new agencies and sub agencies.

34.0 **Efficiency mechanisms**

In order to improve efficiency in utilisation of road maintenance funds at agency level, the Fund has put in place the following measures to be implemented during FY 2018/19:

- a) Capping DLGs and MCs operational expenses in FY 2018/19 to 4.5% of the budget;
- b) Strengthening and tightening Audits and M&E;
- c) Recovery of lost funds identified through Audits and M&E;
- d) Pegging accountability of prior funds to trigger next disbursement;
- e) Issue comprehensive accountability and reporting framework through RMMoS;
- f) Establishment of a core road network, which will have priority, core network is defined as roads approved by the district council and gazetted by MoWT;
- g) Strengthen planning and budget discipline in agencies;
- h) Update existing road database and improve its management;
- i) Establish Technical Support Units (TSUs) to build capacity of DAs through framework contracting in the use of RMMS and Internal audit;

35.0 Allowed category of expenditure in FY 2018/19:

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

Table 5.0: Allowed category of road works in FY 2018/19

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

36.0 Performance Agreements

Performance Agreements shall remain the key Contract between URF and designated agencies and between Districts and their sub counties and Town Councils for purposes of delivering agreed annual work programs. All agreed works shall form annexes to the PAs and the PAs shall be executed between URF and DA's before start of Q1 disbursement in FY 2018/19.

37.0 Operational expenditure

Operational expenses of UNRA related to road maintenance works shall be fully financed by URF up to a maximum of UGX 11.6bn while those for DUCAR agencies shall be limited to 4.5% of agency IPFs including DRC and Annual condition assessment costs. Operational expenses will cover office running costs such as communication, purchase of office stationery/consumables, preparation and submission of quarterly reports, etc. DUCAR agencies are advised to in-built some of the operational costs into the budgets for the individual road projects to mitigate any short falls in the requisite expenses.

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

39.0 **Road Maintenance and Management System (RMoMS):** A web based application- RMoMS which can be accessed remotely by designated agencies will be rolled out to enable agencies undertake real time reporting and submission of programmed works. Piloting of the application is planned to be implemented in 41 municipalities during FY 2018/19. The web based application can be accessed at <http://rmmos.roadfund.ug>

40.0 **Roads Annual Maintenance Planning Systems (RAMPS)**
MoWT has undertaken training of technical staff from 68 DLGs on utilisation of RAMPS during FY 2016/17. MoWT plans to roll out the training to other DLGs during FY 2018/19. DUCAR agencies should use RAMPS to plan and prioritise their interventions when the training has been completed. Reporting in FY 2018/19 shall continue to be undertaken using templates provided by URF.

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

Table 6a: Unit cost ranges for various road interventions for the period FY 2015/16 – FY 2018/19 (For guidance only)

Category	Maintenance Activity	FY 2015/16	FY 2016/17	FY 2017/18	FY 2018/19	Notes
		UGX' 000/km	UGX' 000/km	UGX' 000/km	UGX' 000/km	
National Roads	Periodic Maintenance,	338,000 – 1,015,000	350,000 – 1,050,000	350,000 – 1,050,000	350,000 – 1,050,000	1

Category	Maintenance Activity	FY 2015/16	FY 2016/17	FY 2017/18	FY 2018/19	Notes
		UGX' 000/km	UGX' 000/km	UGX' 000/km	UGX' 000/km	
	Paved					
	Periodic Maintenance, Unpaved	13,800 – 50,750	13,800 – 58,200	13,800 – 58,200	13,800 – 58,200	
	Routine Mechanized, Paved	12,250 – 17,500	12,250 – 19,250	12,250 – 19,250	12,250 – 19,250	
	Routine Mechanized, Unpaved	3,000 – 11,800	3,200 – 12,000	3,200 – 12,000	3,200 – 12,000	
	Routine Manual (Paved /Unpaved)	844 - 936	1,440 - 1,680	1,440 - 1,680	1,440 - 1,680	
	Recycling Technology	250,000 - 300,000	250,000 - 350,000	250,000 - 350,000	250,000 - 350,000	
	Low Cost Sealing	100,000 – 150,000	100,000 – 200,000	100,000 – 200,000	100,000 – 200,000	
	Bridge Maintenance (Per Bridge)	3,000 – 5,000	3,000 – 7,000	3,000 – 7,000	3,000 – 7,000	
District Roads	Periodic Maintenance	15,900	13,820 – 26,890	13,820 – 26,890	13,820 – 26,890	
	Routine Maintenance	1,300 – 4,000	1,400 – 4,550	1,400 – 4,550	1,400 – 4,550	2
Urban Roads	Periodic Maintenance, paved	12.9	34,100 - 45,150	34,100 - 45,150	34,100 - 45,150	
	Routine Manual Maintenance, Paved	1.5 – 2.0	5,250 – 7,000	5,250 – 7,000	5,250 – 7,000	3
	Routine Mechanized Maintenance, Paved	3.5 – 4.6	12,250 – 16,100	12,250 – 16,100	12,250 – 16,100	4
	Periodic Maintenance, Unpaved	6.4 – 13.1	22,400 – 45,850	22,400 – 45,850	22,400 – 45,850	5
	Routine Maintenance, Unpaved	0.5 – 1.8	1,750 – 6,300	1,750 – 6,300	1,750 – 6,300	6

Source: MoWT Annual report FY 2016/17

Notes:

1. Lower end of range for flat terrain; higher end for mountainous terrain
2. Lower end of range for manual works; higher end for mechanized works
3. Lower end of range for town councils; higher end for municipal councils

4. Lower end of range for low traffic; higher end for high urban traffic (KCCA and Mukono MC)
5. Lower end of range for town councils; higher end for municipal councils
6. Lower end of range for manual works; higher end for mechanized works
7. Same Unit rates for FY 2017/18 maintained in FY 2018/19
8. Exchange Rate used for FY 2018/19: 1USD = UGX 3600

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

SN	Works Activity	Unit	DUCAR Regions				
			UGX/unit (Using Force Account)				
			North	East	South	West	Central
1	Grading, shaping and compaction	Km	1,000,000 to 1,400,000	1,000,000 to 1,400,000	1,000,000 to 2,282,000	1,000,000 to 2,282,000	1,000,000 to 2,282,000
2	Re-gravelling	Km	7,000,000 to 10,000,000	7,000,000 to 10,000,000	8,000,000 to 12,000,000	8,000,000 to 12,000,000	8,000,000 to 11,000,000
3	Culvert installation – 450mm	Lm	80,000 to 100,000	80,000 to 110,000	80,000 to 120,000	80,000 to 120,000	80,000 to 120,000
	600mm	Lm	120,000 to 150,000	120,000 to 150,000	120,000 to 160,000	120,000 to 160,000	120,000 to 160,000
	900mm	Lm	230,000 to 300,000	230,000 to 300,000	250,000 to 280,000	250,000 to 280,000	250,000 to 280,000
	1,200mm	Lm	350,000 to 380,000	350,000 to 380,000	350,000 to 400,000	350,000 to 400,000	350,000 to 400,000
4	Stone pitching	m ²	20,000 to 35,000	20,000 to 33,000	30,000 to 37,000	30,000 to 37,000	30,000 to 37,000
5	Patching (50mm thickness)	m ²	15,000 to 30,000	15,000 to 30,000	15,000 to 30,000	15,000 to 30,000	15,000 to 30,000
6	Resealing / overlay	Km	550,000,000 to 650,000,000	550,000,000 to 650,000,000	550,000,000 to 650,000,000	550,000,000 to 650,000,000	550,000,000 to 650,000,000

- 42.0 **Special Works:** This shall include works for improving road safety, bottleneck removal, and removal of road blockages from mudslides, removal of accident spots and a related unanticipated works. Cost of such works shall be met from special intervention funds on DUCAR network and/or proceeds of agency programme adjustment as allowed by URFs programming manual.
- 43.0 **Technical Support Services:** Funding shall also be availed for consultancy services towards design and supervision services for periodic maintenance and related and or technically challenging works.

Designated and Sub-Agencies

- 44.0 The Fund has gazetted 170 designated agencies (DAs) for purpose of its objectives and these comprise of Uganda National Roads Authority (UNRA), Kampala Capital City Authority (KCCA), 127 districts and 41 municipalities. These agencies sign contract performance agreements directly with the Fund.
- 45.0 Districts have sub agencies relationship with lower local governments i.e. Town councils for urban roads and sub counties for community access roads (CARs).
A total of 421 Town Councils and 1,181 sub-counties perform in such sub-agency relationship with districts

Net Network Determination

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

Declaration of other road maintenance funding

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

Programme Preparation

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

Funds Disbursements process

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

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

S/N	Trigger Description	Key actions	Due dates	Remarks
1.0	Performance agreements clearly outlining key deliverable by the agencies in consideration of the sums to be disbursed;	Signing of the performance agreements	31 st July of every financial year	All agreed works form annexures to performance agreement
2.0	Satisfactory annual work plans with clear targets to be achieved and adequate elaboration of the methods to be applied;	Submission of Satisfactory annual work plans	15 th February of every financial year	Agencies will be required to submit only one annual work plan detailing the planned quarterly outputs.
3.0	Satisfactory physical and financial accountability of previous funding	Agencies shall be expected to submit quarterly accountabilities	15 th of the first month after the quarter	Based on agreed format
4.0	Evidence of receipt of funds	Submission of receipts for funds disbursed for the previous rounds as a first step towards accountability	15 th of the first month after the quarter	General receipt of Agency
5.0	Transfers to sub agencies	Submission of receipts showing timely transfer of funds for Town Councils and Sub counties based on a signed sub-agency agreement between the district and each of these sub-agencies	15 th of the first month after the quarter	Town Councils and Sub counties are sub agencies of Districts
6.0	New bank accounts for the FY	Timely provision of bank account returns at the beginning of the Financial Year	31 st July of every financial year	Upon appointment of accounting officers

End of FY procedures

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

Reporting

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

Table 8.0: Reporting timelines for FY 2018/19

S/N	DESCRIPTION	DEADLINE
1.0	Quarter 1 (one) accountabilities	15 th day of October 2018
2.0	Quarter 2 (two) accountabilities	15 th day of January 2019
3.0	Quarter 3 (three) accountabilities	15 th day of April 2019
4.0	Quarter 4 (four) accountabilities	15 th day of July 2019

Additional Reporting by UNRA and KCCA

- 52.0 The two authorities of UNRA and KCCA which receive approximately 72% of the URF resources shall have additional reporting as below:
- Quarterly interface meetings: URF shall hold scheduled quarterly interface meetings with the two authorities during the FY 2018/19.
 - Summary Payment Certificates: Quarterly Accountability reports shall be accompanied by summary payment certificates.

District Road Committees (DRCs)

53.0 The Fund's outreach to the DUCAR agencies will be rendered in close collaboration with DRCs. District Roads Committees (DRCs) should be constituted in accordance with Section 25 (2) of the Road Fund Act, 2008. All districts should therefore ensure formation and operationalization of these committees in the year. All annual work plans prepared by agencies will have to be accompanied by a minute of the DRC approving the work plans before submission to URF. In addition the districts and Municipals should make specific budgetary provisions to cater for the DRC operational

costs separately from the 4.5% operational expenses budget line as guided by URF. Remuneration for the DRC members is UGX 100,000 for the chairperson, UGX 90,000 for members and a transport refund based on a rate of 7km/l to and fro Kampala.

- 54.0 Guidelines for the operations of the DRCs have been approved by the office of the Solicitor General and will be disseminated to agencies after gazetting by the Minister of Finance.
- 55.0 As was the case in the previous financial year, all FY 2018/19 workplans and accountability submitted to URF should be under seal and blessed by the DRC. The DRC's meeting minutes approving the reports shall be part of the workplan and quarterly reports submitted to URF. The agencies should budget for DRC operations. Districts should invite UNRA station Engineers to attend and actively participate in DRC meetings.
- 56.0 The IPFs of designated agencies attached as **Annex 7** do constitute a cue to designated agencies to finalize work plans for FY 2018/19. In particular procurement plans must be concluded expeditiously and implementations commenced through upstream procurement.

FY 2018/19 Local Government Budget Consultative Workshops Issues

- 57.0 A number of pertinent issues were raised by Local Governments during the FY 2018/19 Budget Consultative Workshops that required URF attention and/or action. These issues with URF responses are attached as **Annex 9**.

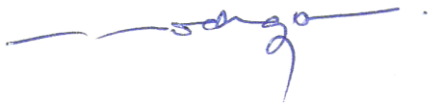
Planning road map for FY 2018/19

- 58.0 A planning roadmap for FY 2018/19 has been attached as **Annex 10** to guide agencies adhere to the planning timelines as stipulated in the Public Finance Management Act 2015.

Conclusion

- a. Guidelines contained herein are to guide agencies in planning for FY 2018/19 and implementation of agreed plan. They complement process guidelines and manuals issued by URF most especially force account guidelines issued by MOWT in August 2017.
- b. DRCs for DUCAR agencies are called up to play a more active role in overseeing performance of agencies in the year and to keep URF aware of their work. Agencies should ensure that loopholes for wastage of road maintenance funds are plugged such that efficiency gains can come from

- savings to produce more mileage of roads maintained with the little available funds.
- c. The programming manual issued to you earlier allows for change in the programmes as the year progresses. When applying for the changes, ensure that appropriate approvals have been secured from your supervisory organs: DRCs for DUCAR Agencies, Board for UNRA and Council for KCCA.
 - d. The Road Fund remains your partner in improving conditions of your respective networks.



Eng. Dr. Michael M. Odongo
Executive Director

Annex 1.0: Road Inventory/Traffic and Condition Assessment tables



Annex 2.o: URF Programming/Planning Tables



Annex 3.0: Force Account Equipment Inventory



Annex 4.0: Force account Planning and Reporting tables



Annex 5.0: Bridges Inventory FY 2018/19



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

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

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

Annex 7.0: Indicative Planning Figures FY 2018/19



Annex 8.o: URF Reporting Tables



Annex 9.0: Issues from FY 2018/19 Local Government Budget Consultative Workshops

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	URF Position & Way forward
1.	Inequitable allocation formula for the road maintenance budget	<p>LG jurisdictions of comparable population and geographical coverage receiving grossly differing IPFs, LGs with challenging terrain not given enhanced IPFs, LGs re-designated to higher lever status (e.g. subcounty to town council) not given higher IPFS, among other inequities.</p> <p><i>The URF allocation formula should address itself to all equity concerns.</i></p>	<p>Allocation formula is based on input data with statistics from DAs and UBOS during the planning and budgeting phase. These statistics at times are out of sync with the up-to-date position on ground since they keep changing even during budget implementation. This largely explains the inequities.</p> <p>Otherwise, URF will revisit the allocation formula to identify and eliminate any residual inequities.</p>	<ul style="list-style-type: none"> • The persistently inadequate and static road maintenance budget constrains direct application of the formula. • What's more, operationalisation of the formula is data-hungry. • <i>URF should run theoretical scenarios to demonstrate how individual agency allocations would change if the road maintenance budget grew from the current UGX417bn through UGX600bn to UGX 800bn.</i> • <i>In the next planning and budgeting cycle, URF should collect all the data required to operationalize the allocation formula.</i>
2.	Inadequate 4.5% of IPF cap on	This cap has remained persistently inadequate to cover all operational costs	Operational expenses that can be tagged onto road	Every road must have its operational expenses as part of its maintenance

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	URF Position & Way forward
	operational expenses	including DRC operations. <i>The cap should be upped to at least 15% of IPF.</i>	schemes (e.g. supervision costs) should be shifted from the budget line of operational expenses and integrated into the unit costs of actual road maintenance works. Furthermore, LGs should desist from ineligible expenditures under the road maintenance budget like utilities of electricity and water.	cost. Once this is observed, the 4.5% cap should suffice. <i>Operational expenses for the actual roadworks, like supervision costs, should be migrated from the budget line of operational expenses and incorporated in the costs of actual road maintenance works. This will shield them from being encroached on by politicians.</i>
3.	URF did not issue the FY 2017/18 IPFs for mechanical imprest together with the road maintenance IPFs	The PBS used by LGs to report to MoFPED was locked before URF issued the FY 2017/18 mechanical imprest IPFs which were later issued alongside the Q1 FY 2017/18 releases. <i>URF should engage MoFPED to unlock PBS for all LGs to allow them incorporate the IPFs for mechanical imprest.</i>	URF will engage with MoFPED to unlock PBS in a bid to incorporate the FY 2017/18 mechanical imprest IPFs for all LGs.	<ul style="list-style-type: none"> The delay was occasioned by new approach in allocation of mechanical imprest which is needs-based. Needs are determined by planned outputs in DA work plans and the equipment the agencies have access to. So, IPFs for roadworks are given to DAs first, then the DAs give URF their work plans, and

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	URF Position & Way forward
				<p>subsequently the mechanical imprest IPFs are generated by URF and declared to the agencies.</p> <ul style="list-style-type: none"> Clearly, it is a catch-22 with the new needs-based approach to allocation of mechanical imprest. As such, the road works IPFs and mechanical imprest IPFs cannot be issued out at once.
4.	LGs do not have IPFs for emergency funding from URF	<p>LGs that receive and spend emergency funds from URF are required to report such spending to MoFPED as part of their broader expenditures using PBS. This is not being realized as reports can only be made against IPFs.</p> <p><i>URF should reach a common position with MoFPED on how to address this matter.</i></p>	<p>Emergency funding is only extended to a few LGs due to the minuscule budget currently standing at UGX 3 billion. As such, the IPF for emergencies is maintained at Vote 118 for URF and not disaggregated across LG votes.</p> <p>URF will harmonise with MoFPED on how this matter should be handled on PBS.</p>	Emergency IPFs cannot be given to the beneficiaries because emergency is like an accident and cannot be planned and budgeted for.

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	URF Position & Way forward
5.	Equipment operators not yet trained to handle new equipment from Japan	Districts in the west and eastern regions have not had their equipment operators trained and this is delaying their receipt of equipment from Japan. <i>MoWT should expedite training of equipment operators in all districts.</i>	Training of equipment operators by MoWT is being undertaken from region to region. Training was done for the central region, the northern region will be concluded by end of H1 FY 2017/18. The residual regions, namely west and east will be trained by end of H2 FY 2017/18 to enable their receipt of equipment from Japan.	Sector position upheld
6.	No additional mechanical imprest allocations to the districts in spite of receipt of additional equipment from Japan	Whereas the districts are receiving additional equipment from Japan, their mechanical imprest allocations from URF were not upped for FY 2017/18. <i>URF should pronounce itself on this matter.</i>	The maintenance budget for the new equipment was appropriated to MoWT starting FY 2017/18 and as such any maintenance and repairs will be financed directly by MoWT and not the LGs for the first 3 years under which the equipment will be under warranty.	More equipment was received for a fixed kilometrage of roads, meaning, equipment will be utilized for less hours and as such the equipment maintenance budget should remain more or less the same. So, agencies don't need more money since the workload remains the same, just being handled by more equipment. <i>URF should prepare a paper on impact</i>

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	URF Position & Way forward
			Additionally, equipment management guidelines for the new equipment from Japan will soon be launched and disseminated by MoWT.	<i>of new equipment on the equipment maintenance budget.</i>
7.	Poor remuneration of equipment operators	Equipment operators are continually being lost to the more lucrative private sector due to meagre salaries. <i>MoWT should communicate to LGs a retention policy for equipment operators.</i>	URF, MoWT, and MPS will jointly devise a strategy to retain the trained equipment operators including looking into the possibility of migrating hem from the disincentivising permanent form of employment with poor remuneration to more attractive employment contracts.	<i>MoWT should devise a training and retention policy for equipment operators. URF proposal: Outsourcing supply of a trained pool of operators to the private sector could encourage the private sector to invest in training and supply of operators.</i>
8.	Failure to attract and retain road gang workers due to poor remuneration of UGX 100,000 per	Many LGs are failing to constitute road gangs for routine manual maintenance due to the unattractive wage rates prescribed in the Force Account Guidelines. <i>MoWT should issue revised Force</i>	MoWT will soon launch and disseminate the revised Force Account Guidelines with enhanced wage rates for road gangs.	<i>URF should ascertain the impact of new rates for road gangs on the road maintenance budget.</i>

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	URF Position & Way forward
	month	<i>Account Guidelines with enhanced wage rates for road gangs.</i>		
9.	Inadequate road maintenance funds from URF	<p>The IPFs issued by URF year in year out are persistently way below the road maintenance needs of the LGs.</p> <p><i>URF should augment the road maintenance IPFs in a bid to make them comparable with the road maintenance needs.</i></p>	<p>In a bid to address perennial inadequacies of road maintenance funding, the Works and Transport Sector in agreement with MoFPED, took a position to rebalance road sector funding towards road maintenance away from road development starting FY 2018/19.</p>	<i>The long-term solution remains a 2G Road Fund, and, the short to medium-term solution is increasing the road maintenance budget through rebalancing road sector funds towards maintenance, away from development.</i>
10.	Lack of funds for rehabilitation of the DUCAR network	<p>Due to inadequate maintenance funds over the years, most roads have slipped out of maintenance realm and require rehabilitation, whose funding is unavailable.</p> <p><i>MoWT should avail LGs with funds for rehabilitation.</i></p>	<p>MoWT established 5 zonal force account units in Western, Eastern, North, Central and Far-East regions to focus on rehabilitation works.</p> <p>The zonal units have been reinforced with new heavy equipment.</p>	Sector position upheld
11.	Depleted sources of	Haulage distances > 20km in some areas	MoWT has developed a	An alternative material as good as

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	URF Position & Way forward
	gravel	and this is ballooning the unit costs of road maintenance. <i>MoWT should fast-track rolling out of low cost sealing technology all over the country.</i>	policy for low cost sealing technology and is awaiting funding to roll out the technology.	gravel has not been found. <i>As the budget improves, URF will continue to encourage low cost sealing using affordable technologies.</i>
12.	Inadequate funding for bridges on the DUCAR network	The URF allocation for maintenance and repair of bridges on the DUCAR network is inadequate to handle the bridge maintenance requirements. <i>URF should increase the funding for maintenance and repair of bridges on the DUCAR network;</i>	URF to consider increasing allocation for maintenance of bridges subject to availability of additional funding from MoFPED.	In a bid to give bridges affirmative action, a budget of UGX 1.5 bn was created to cater for badly deteriorated bridges whose collapse would greatly disrupt interconnectivity of the road network. <i>As funding increases, URF shall grow</i>
13.	Upgrading of roads in Local Governments	Lack of guidelines on procedure for upgrading of roads in LGs. <i>MoWT should disseminate guidelines to be followed in upgrading of roads in LGs from Community Access to District roads and District to National roads.</i>	MoWT to disseminate guidelines for upgrading of roads in FY 2017/18.	Sector position upheld
14.	Lack of equipment for maintenance of	Municipalities have been left out of the recipients of the newly acquired Japanese	MCs should use the district road equipment on a time-	<ul style="list-style-type: none"> • <i>Where capacity allows, there should be time-sharing on the</i>

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	URF Position & Way forward
	gravel roads in Municipalities	equipment. <i>MoWT should also consider the MCs in the allocation of the new Japanese equipment.</i>	sharing basis and also borrow from MoWT zonal equipment centres.	<i>equipment with the districts.</i> • <i>In the next round of procurement of equipment, MoWT should exercise affirmative action in respect of municipalities.</i>
15.	Inadequate Involvement of LGs in implementation of Central Government road projects.	LGs are not involved in the planning and implementation of Central Government Projects. <i>UNRA should share the designs, contractor details, contract durations, and other relevant information with LGs.</i>	LGs should co-opt UNRA Station Managers as part of DRC meetings and request for relevant project information.	Sector position upheld
16.	Axle Load Control on the DUCAR network	Poorly maintained LG roads are further damaged by heavily loaded vehicles. <i>MoWT should formulate a policy on Axle Load Control on the DUCAR network.</i>	MoWT to prioritize and handle proposed policy of Axle Load Control on DUCAR network.	Truly, there is a growing practice of trucks circumventing bad national roads and using alternative routes on DUCAR network, hence severely damaging it. <i>MoWT should develop a clear policy for axle load control on the DUCAR network and eventually establish control stations.</i>
17.	Lack of supervision	The JMC supervision vehicles that were	Procurement of motor	Definitely supervision vehicles cannot

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	URF Position & Way forward
	vehicles	<p>distributed to LGs with the Chinese equipment are too weak and many of them have fallen into disuse following their unserviceability.</p> <p><i>Either: URF should relax the policy on funds sent to LGs to allow procurement of supervision vehicles; or MoWT should provide supervision vehicles.</i></p>	<p>vehicles is a development expenditure which cannot be sanctioned by URF.</p> <p>MoWT shall consider supervision vehicles in the next round of equipment procurement</p>	<p>be procured using the road maintenance budget.</p> <p><i>MoWT should prioritise supervision vehicles in the next round of equipment procurement.</i></p>

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	URF Position & Way forward
18.	Functionality of District Roads Committees (DRCs)	<ul style="list-style-type: none"> The roles of DRCs and District Councils (DCs) are overlapping each other (e.g. approval of work plans and reports) and this engenders subsequent delays in submissions made to URF. Continued difficulty in obtaining MPs to attend DRC meetings. Disharmony amongst MPs from different political affiliations causing dysfunctionality of DRCs. MPs on DRCs complicate work plan approval due to their subjective instance on having roads in their constituencies as part of the work plans even when there are needier roads. 	<p>DRCs were created by Section 25(2) of the URF Act 2008 to provide oversight over road maintenance programmes and works.</p> <p>URF will issue a circular guiding specifically on management of the aforesaid challenges that have emerged in the operations of DRCs.</p>	Sector position upheld
19.	Feedback to LGs	<p>Many concerns have always been raised on critical issues affecting the Works and Technical Services sector, but no feedback is received in a timely manner.</p> <p><i>MoWT, MoFPED, and URF should be</i></p>	Feedback to LGs will be given before the next workshop.	<i>URF feedback should be sanctioned by the Board before release to the LGs.</i>

S/N	Issue	Complaint & Recommendation by LGs	Sector Response / Proposed Solution	URF Position & Way forward
		<i>able to respond to these issues before the next workshop.</i>		

Annex 10.0: Planning road map- FY 2019/20

S/N	ACTIVITY	DUE DATE	STATUS	RESPONSIBILITY CENTRE
1	ISSUE FIRST BUDGET CALL CIRCULAR	30/09/2018	PENDING	MOFPED
2	PREPARATION OF WORKSHOP PAPER FOR LGBFP REGIONAL WORKSHOPS	15/08/2018	PENDING	URF
3	LGBFP WORKSHOPS	AUG -SEPT 2018	PENDING	MOFPED
4	PREPARATION OF DRAFT FY 2019/20 IPFs	24/10/2018	PENDING	URF
5	APPROVAL OF FY 2019/20 IPFs by FMC	01/11/2018	PENDING	URF
6	APPROVAL OF FY 2019/20 IPFs BY URF BOARD	30/11/2018	PENDING	URF
7	ISSUANCE OF DRAFT FY 2019/20 IPFs & BUDGET GUIDELINES WITH REQUEST FOR FY 2019/20 WORKPLANS.	02/12/2018	PENDING	URF
8	ISSUE SECOND BUDGET CALL CIRCULAR	01/02/2019	PENDING	MOFPED
9	PREPARATION OF DRAFT LG BUDGET ESTIMATES AND ANNUAL WORKPLANS	15/02/2019	PENDING	DESIGNATED AGENCIES
10	SUBMISSION OF DRAFT WORKPLANS TO URF BY DAS	30/01/2019	PENDING	DESIGNATED AGENCIES
11	PREPARATION OF FY 2019/20 OYRMP AND COMPILATION OF DRAFT WORKPLAN SUMMARIES	05/03/2019	PENDING	URF
12	SUBMISSION OF OYRMP TO SWG AND TMT	07/03/2019	PENDING	URF
13	APPROVAL OF OYRMP AND DEP'T WORKPLANS BY URF BOARD	10/03/2019	PENDING	URF
14	SUBMISSION OF MPS AND OYRMP TO PARLIAMENT	15/03/2019	PENDING	MOWT/URF
15.	SIGNING OF PAs BETWEEN URF AND DESIGNATED AGENCIES	15/06/2019	PENDING	URF
16.	SIGNING OF PAs BETWEEN DISTRICTS AND SUB AGENCIES	30/06/2019	PENDING	DESIGNATED AGENCIES
17	SUBMISSION OF FY 2018/19 QUARTERLY PHYSICAL & FINANCIAL ACCOUNTABILITIES	15 th DAY OF MONTH AFTER QUARTER	PENDING	DESIGNATED AGENCIES

LEGEND:

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