



**BUDGET TRANSPARENCY AND
FUNCTIONALITY OF ROAD MAINTENANCE
EQUIPMENT IN UGANDA**

**BUDGET MONITORING REPORT FOR
QUARTER 3 FINANCIAL YEAR 2017/18**

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While various people contributed to this work, any errors and/or omissions, and views expressed are the sole responsibility of the authors. We hope this study will contribute to the policy discourse on links between financing and service delivery, community initiatives fostering transparency and accountability, and bringing to light the numerous constraints and expected solutions to agricultural extension.

LIST OF ACRONYMS

ACODE	Advocates Coalition for Development and Environment
BCN	Budget Champions Network
BSDME	Budget and Service Delivery Monitoring Exercise
BTI	Budget Transparency Initiative
CBEG	Centre for Budget and Economic Governance
IPA	Innovation for Poverty Action
MoFPED	Ministry of Finance Planning and Economic Development

EXECUTIVE SUMMARY

This report presents the findings of the Budget and Service Delivery Monitoring Exercise (BSDME) undertaken by the Advocates Coalition for Development and Environment (ACODE) and its partners under the Budget Champions Network (BCN). The monitoring exercise was undertaken in the fourth quarter of Financial Year (FY) 2017/18, held between the 28th May 2018 and 11th June 2018. The exercise focused on three major aspects: Display of information on grants; timeliness in transferring receipt of funds at districts and sub-counties; and documenting status/quality of road works in the respective districts. The monitoring exercise was done in 25 districts in Uganda, namely: Jinja, Kamuli, Bududa, Mbale, Tororo, Soroti, Amuria, Lira, Hoima, Buliisa, Kabalore, Mbarara, Ntungamo, Rukungiri Kanungu, Luweero, Mukono, Wakiso, Agago, Amuru, Gulu, Nakapiririt, Nebbi, Moyo and Moroto. Data collection was done by the ACODE Budget Champion Network using observation and semi-structured questionnaires.

The findings show a decline in complying with the requirement to display information on central government transfers on notice boards/public place of selected local governments of 4% for district and 21% sub county headquarters. However, compliance with the requirement to display payroll information at district and sub-county headquarters improved from 18% to 32% at the district headquarters and from 10% to 11% at the Sub-county headquarters of Quarter 1 of Financial Year 2017/18. Regarding the grant transfer timeliness, there was a significant lag between the beginning of the quarter and when district and sub-counties headquarters received funds. It took an average of five (5) weeks for most grants to reach the district / sub-county headquarters. Relating to the status/quality of works on roads, 52% of district roads and 43% of sub-county roads were reported to be in good motor-able condition.

Finally, road maintenance scored 96% in the districts visited that received equipment for road maintenance with the exception of Nakapiririt district. Among these equipment's, the districts mostly received first, graders and trucks (21%), then water bowsers and wheel loaders (18%), and finally, rollers (15%). The least distributed road equipment were Lorries (4%) and compactors (3%). Basing on the findings, the following are the recommendations;

1. The Ministry of Finance, Planning and Economic Development should set clear guidelines for display of information on payroll and transfers stating the information to be displayed, the level of detail, the period for which information ought to be displayed, and where the information should be displayed. Where districts and other units have websites, it is proper that the information is also posted there.
2. The political leaders (councilors) both at Local Government and Lower Local Governments need to often monitor the quality of surface and drainage on roads of their respective districts or sub-counties in order to advice the technical wing to fix any anomaly in time to avoid road floods.

3. The District Local Governments should design and build climate resilient roads so that run-off water does not wash away the murrum on district and sub-county roads. For instance, in districts of Amuru, Bududa, Mbale, Moroto, Tororo and Wakiso, had some roads with river/streams crossing the road due to heavy rains.
4. The political arm of Local Governments should closely monitor the utilization of money allocated for monitoring road works in their districts to ensure that the funds are utilized effectively and efficiently for good road works. Districts such as Nebbi, Amuru and Rukungiri were only able to spend 6%, 22% and 28% respectively of the budget that was allocated for monitoring road works in the Financial Year 2017/18.

1.0 INTRODUCTION

The goal of the ACODE Centre for Budget and Economic Governance (CBEG) is to bridge the gap between the demand and supply sides of accountability through budget monitoring. This report presents the findings of the 6th Budget Monitoring and Service Delivery Exercise (BSDME) carried out in 25 districts of Uganda where the Centre for Budget and Economic Governance (CBEG) operates. Budget monitoring also forms part of ACODE's mandate under the Budget Transparency Initiative (BTI), a partnership between the Ministry of Finance Planning and Economic Development (MoFPED), Innovation for Poverty Action (IPA), the Budget Strengthening Initiative of the Overseas Development Institute (BSI-ODI) and ACODE. The main objective of the BTI is to promote budget transparency and accountability in Uganda. It is done through the dissemination of budget information to citizens and soliciting feedback on service delivery centres from citizens to hold government officials to account. ACODE undertook data collection for the report through its Budget champion's network. The BCN aims at strengthening the citizens' demand for accountability through translation and dissemination of budget information, soliciting and relaying citizens' views on service delivery to the Government.

This round of monitoring for Q3 FY 2017/18 focused on the roads sub-sector which falls under the Works and Transport Sector with emphasis placed on district and community access roads. This focus was informed by several factors that include the roads sub-sector providing the only means of access to most of the rural communities. Roads have a big cost factor to many goods and services in Uganda, and road development is important to supporting the primary growth sectors like agriculture, tourism, oil and gas. Development and maintenance of roads is, therefore, of vital importance to government poverty reduction strategies. Moreover, for the past five years, the roads and works sub-sector at district and sub-county level had received the largest proportion of the national budget which further warrants monitoring the funds. The monitoring exercise covered three aspects, namely:

1. Display of information on grants at District and Sub-County notice boards.
2. Timeliness in receipt of grants at district and sub-county level grants.
3. Documenting status/quality of works on roads in different sub-counties of selected districts

Previous budget monitoring exercises showed gradual improvements in the compliance with the requirement to displaying of information on transfers by service delivery units. The level of conformity of the sub-county and district headquarters, however, was still low despite the several rounds of monitoring that had raised the same issue. Compliance with the requirement of displaying information on the payroll was also very low across all service delivery institutions that were covered in the previous monitoring exercises.

Compared to the previous monitoring exercise of Quarter 1 FY 2017/18,

this round of monitoring revealed that the level of compliance by district headquarters in displaying information on transfers had declined while the display of information on the payroll had improved. On the other hand, sub-county headquarters had declined in the display of information on Central Government transfers.

1.1 Overview of the Works and Transport Sector in Uganda

The Works and Transport Sector is central to the economic development of Uganda. In the financial year 2017/18, the sector was allocated UGX 4,587Bn, representing 20.8 per cent of the total budget compared to UGX 3,824Bn (18.7%) in FY 2016/17. The cumulative road network in the country stood at 158,806.17Km of National roads as at the end March 2018 (MoFPED, 2018). Community access and district roads were longer in length (Km) with (49%) and (26%) respectively while the national and urban roads had shorter length in Kilometers of (14%) and (11%) respectively.

According to the FY 2017/18 Works and Transport Sector Ministerial Policy Statement (MPS), the sector set out to increase stock and quality of transport infrastructure and services in line with the NDPII strategic objectives. One of the key priority investments for the sector was to undertake routine maintenance of the entire road network and periodic maintenance of 2,225km and increasing the stock of district road equipment. This round of monitoring assessed how the district and community access roads in selected CBEG districts were routinely maintained and how many new roads had been constructed in respective districts. The sub-sections of the monitoring report below clearly spell out the methodology used in carrying out the exercise, display of government transfers and payroll information, timeliness in the release of funds to districts and sub-county headquarters, distribution and functionality of road equipment, road surface quality and budget allocation among others.

1.2 Methodology

Unlike the previous rounds of budget monitoring, the FY 2017/18 Quarter 3 data collection for the monitoring exercise was done using the ACODE Citizen Monitor App. Structured questionnaires were developed at ACODE, uploaded on the App and administered in the 25 districts by Budget Champions Network agents? in these districts. In addition, three sub-counties; two of them rural and one urban (Town Council/Municipality) were selected from each district. Two district roads in each district and one road in each of the sub-counties were selected for monitoring. In total, 25 districts, 75 sub-counties, and 125 roads were visited and monitored.

The criterion for choosing the districts was geographical representation. In the Eastern region, we selected Jinja, Kamuli, Bududa, Mbale, Tororo, Soroti, Amuria and Lira. In the Western region, we chose Hoima, Buliisa, Kabalore, Mbarara, Ntungamo, Rukungiri and Kanungu. In the Central region, we selected

Luweero, Mukono, Wakiso while in the Northern region; we selected Agago, Amuru, Gulu, Nakapipirit, Nebbi, Moyo and Moroto. These are the districts where CBEG had undertaken previous rounds of the budget monitoring exercises as benchmarks to assess trends and progress.

Data from these districts was sent to ACODE servers, downloaded and cleaned in MS Excel. Analysis of the data was done using the Statistical Package for Social Sciences (SPSS). In the SPSS, Descriptive Statistics cross tabulations and time lags were computed.

2.0 FINDINGS

This section presents the result from Quarter 3 FY 2017/18 budget monitoring exercise in the 25 districts. It articulates findings on display of information at district and sub-county headquarters; timeliness in receipt of grants by the district and sub-county headquarters and the quality of both district and sub-county roads. The section also presents the main road works undertaken in FY 2017/18 and how much money was allocated for monitoring road works in the districts.

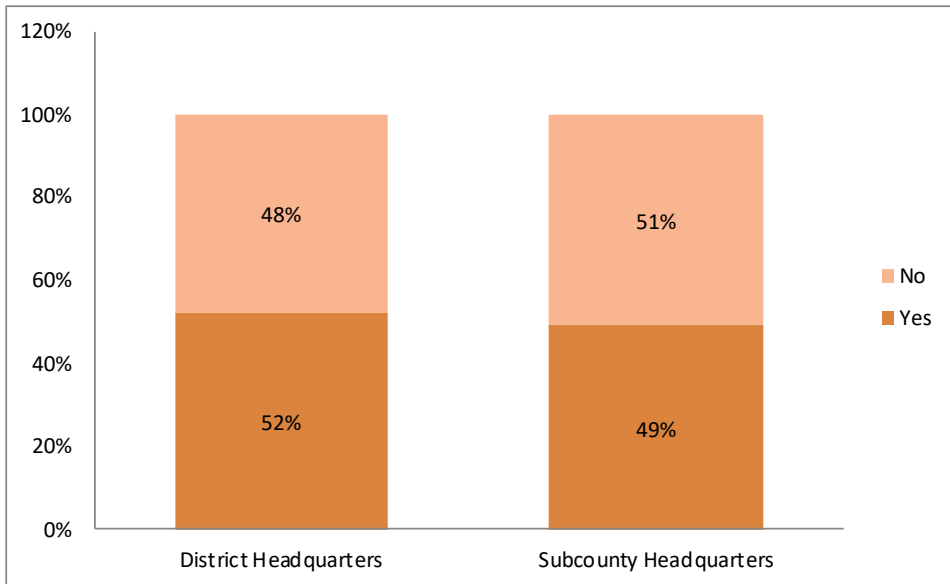
2.1 Display of information

Local Governments and Service Delivery Units are required by Section 5 (1) of the Access to Information Act (2005), to display information on transfer of funds from Central Government to Local Government for the benefit of all citizens. This practice is aimed at fostering transparency and accountability. With the right information, the general public can hold their leaders to account hence increasing demand for accountability by the general public (Bainomugisha et al, 2017).

2.1.1 Display of Information on Transfers at District and Sub-County

In the period under review, there was a decline in compliance with the requirement to display information on Central Government transfers on notice boards/public place of the selected Local Government. Only 52% of the district headquarters covered had their information on the Central Government transfers displayed compared to 49% of the sub-county headquarters. This contrasts with 56% of the district and 70% of the sub-county headquarters covered in Quarter 1 FY 2017/18 that had displayed their information on Central Government transfers. Figure 1 below illustrates the display of information on transfers from Central Government to Local Government and Lower Local Government for Q3 FY 2017/18.

Figure 1: Conformity to Display of Information on Transfers Requirement



Source: BSDME Q3 FY 2017/18

2.1.2 Relevance of Information Displayed

For the information to be relevant and significant, it must be current and accurate. Citizens equipped with the right information can demand real-time services in accordance with the resource envelope and can hold their leaders accountable for the delivery of services. However, only 52% of the district headquarters and slightly less than half of the sub-county headquarters (49%) covered in this round of monitoring had information on transfers of the current quarter (Quarter 3 FY 2017/18) displayed.

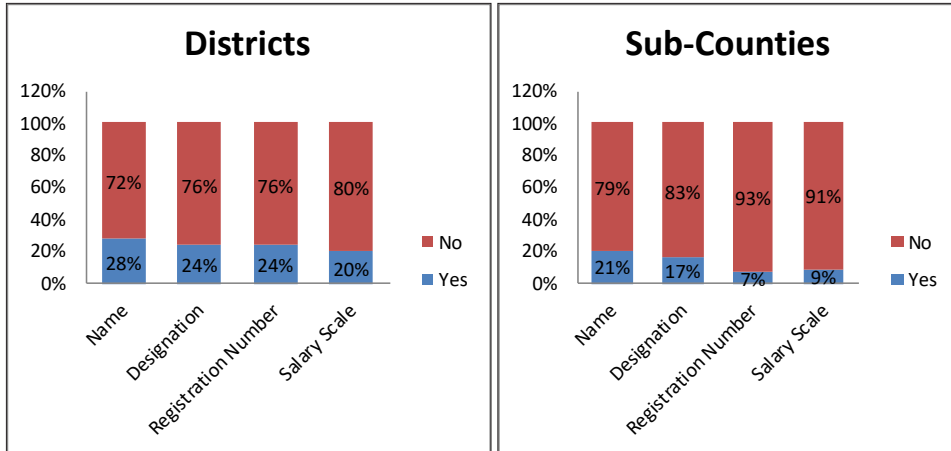
2.1.3 Display of Payroll Information by Service Delivery Units

The Government of Uganda, through the Ministry of Finance Planning and Economic Development (MoFPED), instructed Local Government Units to display payroll information at district and Sub-county headquarters as a means to clean up Uganda's payroll system (Inspectorate of Government Report to Parliament January - June 2017). The system had civil servants who had died or left to join the private sector and were still being paid. This was done such that citizens' could easily point out civil servants not belonging to the district or Sub-county and report to district officials or Public Finance Commission. Information on the display of payroll was obtained through observation method. Budget champions scrutinised notice board displays at the district and Sub-county headquarters for information on the payroll.

Overall, both the district and sub-county headquarters barely adhered to the requirement to display payroll information, with only 32% of the districts and

11% of the sub-county headquarters displaying payroll information. Among the details on display, a handful (7 out of 25 districts) of the districts visited had displayed the names of civil servants (28%) while civil servants' salary scales were the least displayed (20%).

Figure 2: Payroll information displayed at district and sub-county headquarters



Source: BSDME Q3 FY 2017/18

Relative to Quarter 1 FY 2017/18, display of payroll information at Sub-county headquarters had slightly increased by 1% from 10% in Quarter 1 FY 2017/18 to 11% in Quarter 3 FY 2017/18 while for the district headquarters, display of payroll information increased by 14% from 18% in Quarter 1 FY 2017/18 to 32% in Quarter 3 FY 2017/18.

2.1.4 Timeliness in the Receipt of Funds to District and Sub-County Headquarters

Timely receipt of funds at Service Delivery Units is one of the challenges that the Ministry of Finance, Planning and Economic Development has been grappling with and working to develop systems aimed at improving disbursement of funds. However, it has remained a major challenge for many districts and sub-counties.

Majority of the administrative units visited received funds within an average period of 5 weeks that is fairly a long time given that Ministry of Finance commits to send the funds by the 10th day of the quarter, that is, two weeks into the quarter. Funds were expected to reach the delivery units within the second week of January. Delayed disbursements often lead to a low absorption rate of funds and poor/delayed service delivery.

Districts received the District Discretionary Development and Equalization Grant (DDEG) within an average of 3 weeks while the sub-counties received DDEG funds within an average of 18 weeks, implying that sub-counties received the DDEG funds in quarter 4 2017/18 due to a delay in the release of funds from the district headquarters. Some districts, such as Hoima, indicated receiving

most of the Quarter 3 grants within a period of 18 weeks. This meant that the Quarter 3 funds were actually received in Quarter 4. The DDEG, Production and Marketing Development grant, Works and Transport non-wage grant and Health Transitional Development grant took the least amount of time (3 weeks) to reach the district headquarters while the Production and Marketing non-wage grant, Education non-wage grant, Education Development grant, Educational Transitional grant and Works and Development (RTI) grant took the longest time (4 weeks) to reach the district headquarters. This timeliness implied that there was a decline in the timely disbursement of funds to the districts and sub-county headquarters. It took a maximum of 17 weeks for funds to reach all the intended service delivery units in Quarter 1 FY 2017/18 as indicated in the Quarter 1 FY 2017/18 budget monitoring report compared to 18 weeks for district headquarters and 39 weeks for sub-county headquarters in Quarter 3 FY 2017/18.

Districts and sub-counties received the District Discretionary Development and Equalization grant within a minimum of one week and a maximum 17 weeks. Some districts such as Nakapiripirit reported receiving most of the Quarter 1 grants within a period of 17 weeks. This means that the Quarter 1 funds were actually received in Quarter 2. The Health Transitional Development grant took the least amount of time (4 weeks) to reach all the intended administrative units. These time-lines imply that there had been a decline in the timely disbursement of funds to the districts and sub-county headquarters. It took a maximum of 12 weeks for funds to reach all the intended service delivery units in Quarter 3 FY 2016/17 as indicated in the Quarter 3 FY 2016/17 budget monitoring report compared to 17 weeks in Quarter 1 FY 2016/17.

Table 1: Timeliness in the receipt of funds at district and sub-county head quarters

Type of Grant	Minimum transfer time (in weeks)	Maximum Transfer time (in weeks)	Mode Number of weeks
To District Headquarters			
District Discretionary Development and Equalization Grant (DDEG)	1	7	3
Production and Marketing non-wage grant	1	9	4
Production and Marketing development grant	1	7	3
Education non-wage grant	1	18	4
Education Development grant	1	7	4
Education Transitional grant	2	7	4
Works and Transport non-wage grant	1	5	3

Type of Grant	Minimum transfer time (in weeks)	Maximum Transfer time (in weeks)	Mode Number of weeks
Works and Development (RTI) grant	0	18	4
Health non-wage grant	1	18	4
Health Development grant	1	11	4
Health Transitional Development grant	2	5	3
To Sub-county Headquarters			
District Discretionary Development and Equalization Grant (DDEG)	0	39	18
District Unconditional Grant Non-Wage	0	17	6
Urban Unconditional Grant Non- Wage (Municipal & Town Council)	3	23	9
Works and Transport non-wage grant	0	23	4
Works and Development (RTI) grant	0	23	9

Source: BSDME Q3 FY 2017/18

2.2 Distribution of Equipment for Road Maintenance

Findings from this round of budget monitoring revealed that the majority of the districts visited (96%) received equipment for road maintenance with the exception of Nakapiripirit district. Among these equipment, the districts mostly received graders and wheel loaders (20%) followed by water bowsers (19%) and then trucks (19%), rollers (15%). The least distributed road maintenance equipment included Lorries (7%) and compactors (3%). Table 2 below illustrates equipment received by districts.

Table 2: Equipment by District for Road Maintenance

District	Compactor	Lorry	Roller	Truck	Water Bowser	Wheel Loader	Grader
Agago	0	0	1	1	1	1	0
Amuria	0	0	1	1	1	1	1
Amuru	0	0	0	1	1	1	1
Bududa	1	0	0	1	0	1	1
Buliisa	1	0	0	1	1	1	1

District	Compactor	Lorry	Roller	Truck	Water Bowser	Wheel Loader	Grader
Gulu	0	1	1	0	0	1	1
Hoima	0	1	0	0	1	0	1
Jinja	1	0	0	1	0	1	1
Kabarole	0	1	1	0	1	1	1
Kamuli	0	1	1	0	1	1	1
Kanungu	0	0	1	1	1	0	1
Lira	0	0	1	1	1	1	0
Luweero	0	0	0	1	1	1	1
Mbale	0	0	0	1	1	1	1
Mbarara	0	1	1	0	1	1	1
Moroto	0	1	1	0	1	0	1
Moyo	0	1	1	0	1	1	1
Mukono	0	0	1	1	0	1	1
Nakapiripirit	0	0	0	0	0	0	0
Nebbi	0	0	1	1	1	1	1
Ntungamo	0	0	1	1	1	1	1
Rukungiri	0	0	0	1	1	1	1
Soroti	0	0	0	1	1	1	1
Tororo	0	0	1	1	1	1	1
Wakiso	0	0	1	0	0	1	0

Source: BSDME Q3 FY 2017/18

2.2.1 Functionality of the Equipment for Road Maintenance by District

Evidence from the Q3 2017/18 budget monitoring exercise reveals that the majority of the equipment received by the selected districts were still functional with the exception of Moyo that had one of its equipment (Grader) not functioning. Table 3 presents a summary of the number of functional and non-functional equipment by the district.

Table 3: Number of Functional and Non- Functional Equipment by District

District	No. of equipment received	Functional Equipment	Not Functional
Agago	5	5	0
Amuria	5	5	0
Amuru	5	5	0
Bududa	5	5	0
Buliisa	5	5	0
Gulu	5	5	0
Hoima	5	5	0
Jinja	5	5	0
Kabarole	5	5	0
Kamuli	5	5	0
Kanungu	5	5	0
Lira	5	5	0
Luweero	4	4	0
Mbale	5	5	0
Mbarara	5	5	0
Moroto	5	5	0
Moyo	5	4	1
Mukono	5	5	0
Nakapiripirit	0	0	0
Nebbi	5	5	0
Ntungamo	5	5	0
Rukungiri	4	4	0
Soroti	5	5	0
Tororo	5	5	0
Wakiso	4	4	0
Total	117	116	1

Source: BSDME Q3 FY 2017/18

Figure 3: Functional Grader (Left), Truck (Middle) and Water Bowser (Right) in Agago District



Source: ACODE Achieves

2.2.2 Main Road Works Undertaken in FY 2017/18

Results from Q3 2017/18 budget monitoring exercise indicate that various road works were implemented in the period of one year leading to the monitoring exercise. Among the road works undertaken, routine maintenance was carried out most (59%) across the 25 districts visited. Construction of new roads was least done which can be associated with high costs of opening new roads.

Table 4: Road Works undertaken in the year leading up to the monitoring

District	Routine Maintenance	Periodic Maintenance	Road Rehabilitation	New Road Built	Removal/repair of bottlenecks	Total
Agago	2	0	0	0	0	2
Amuria	2	1	0	0	0	3
Amuru	0	0	2	0	0	2
Bududa	3	0	0	0	0	3
Buliisa	0	0	3	0	0	3
Gulu	3	0	0	0	0	3

District	Routine Maintenance	Periodic Maintenance	Road Rehabilitation	New Road Built	Removal/repair of bottlenecks	Total
Hoima	2	0	0	0	0	2
Jinja	2	2	0	0	0	4
Kabarole	3	0	0	0	0	3
Kamuli	0	2	0	0	0	2
Kanungu	3	1	0	0	0	4
Lira	0	2	0	1	0	3
Luweero	2	1	0	0	0	3
Mbale	0	3	0	0	0	3
Mbarara	1	0	0	0	3	4
Moroto	3	0	0	0	0	3
Moyo	2	1	0	0	0	3
Mukono	3	0	0	0	0	3
Nebbi	2	0	0	0	0	2
Ntungamo	2	2	0	0	1	5
Rukungiri	2	2	0	0	0	4
Soroti	2	2	1	0	0	5
Tororo	2	0	0	0	0	2
Wakiso	0	1	2	0	0	3

Source: BSDME Q3 FY 2017/18

2.2.3 Budget Allocated for Monitoring Road Works in FY 2017/18

Out of the 25 districts that were visited in this round of budget monitoring exercise, 19 districts had information on the budget allocated for monitoring road works and the amount utilised by the 3rd quarter of Financial Year 2017/18. Table 5 summarises the allocation and utilisation of the monitoring funds.

Table 5: Money Allocated and Utilized for Monitoring Road Works in FY 2017/18

District	Money Allocated for Monitoring Road Works-FY 2017/18 (UGX)	Utilized Money for Road Works Monitoring Q3 -FY 2017/18 (UGX)	% Utilization
Agago	8,620,000	4,000,000	46%
Amuria	2,000,000	800,000	40%
Amuru	4,027,500	900,756	22%
Bududa	3,000,000	1,476,000	49%
Buliisa	23,400,000	15,682,000	67%
Gulu	6,000,000	4,500,000	75%
Hoima	27,000,000	20,000,000	74%
Jinja	48,400,000	16,274,000	34%
Kamuli	25,000,000	18,750,000	75%
Kanungu	26,120,000	21,810,000	83%
Luweero	25,618,185	18,267,435	71%
Mbale	4,500,000	3,000,000	67%
Mbarara	6,000,000	4,000,000	67%
Moroto	6,000,000	3,354,000	56%
Mukono	43,000,000	26,909,000	63%
Nebbi	10,000,000	620,000	6%
Ntungamo	8,000,000	6,000,000	75%
Rukungiri	18,517,800	5,204,400	28%
Soroti	5,500,000	4,800,000	87%

Source: BSDME Q3 FY 2017/18

Findings in Table 5 reveal that 12 of the 19 districts that had data on budget allocation and utilisation spent more than half of their respective budget allocations on monitoring roads, Kanungu district being the best in terms of utilising the funds at 83% while Nebbi (6%), Amuru (22%) and Jinja (34%) districts were among the worst districts in terms of absorbing funds for road monitoring.

2.2.4 Quality of District and Sub County Roads

a) Road Surface Quality

Findings from the study indicate that 12 of the district roads visited were in good motorable condition (51.5%). These included: Achuna Orungo Obalanga road (Amuria), Masulita- Kiloru road (Wakiso), Akole Abanida-Komolo road, Asamuk-Akore road, Orwada Opiro road, Kihiki-Matanda-Kameme road (21km), and Paya-Nawire-Pakoi road (10.3km). Some 4 district roads (12.1%) had overgrown the road shoulder bushes along like Kiyenje road, Nabumali-

Buwalula road (Mbale), Namanyonyi Buwalasi road (Bududa) among others.

Figure 4: Panyimur-Akworo-Parombo road (UNRA), Nebbi District, showing a clear road surface



Source: ACODE Achieves

Figure 5: Geregere Okol road, Nakapiripirit District showing a poor road surface



Also, of the 76 sub-counties visited, 43% of the sub-counties reported having

roads in good motorable condition and these included: Atego Sub-county, Amuru Town Council, Bubare Town Council roads while 28%, 16% and 12% of the sub-counties reported having overgrown bushes on road shoulders, potholes and gullies respectively on their roads.

Table 6: Road Works Undertaken Vs. Road Surface Quality at the District

Road works undertaken	Good motor able condition	Presence of gullies	Presence of potholes	Over grown bushes on the roadside
Routine Maintenance	49	10	19	5
Periodic Maintenance	16	2	2	5
Road Rehabilitation	8	3	4	1
New Roads Built	2	0	1	0
Removal/repair of bottlenecks	7	2	3	2

Source: BSDME Q3 FY 2017/18

Table 6 above indicates that roads in good motorable condition had routine maintenance (49%) implemented while roads which had over grown bushes on the roadside shoulders had limited routine maintenance (5%) implemented. New road construction aimed to improve surface quality was the least done among the road works.

b) Existence of Bottlenecks

Of the 25 districts visited in this round of monitoring, 60% of the districts reported existence of bottlenecks -broken culverts, water closing the road, muddy road sections among other- on roads including Nadunget-Lokeriaut road, Waterworks road (5km), Lokole Awach road and Nyaravur-Parambo road among others, and of these, majority reported that roads had muddy road sections (31%) and river/stream crossing the road (20%). Also, 59% of the roads in the sub-counties visited had bottlenecks such as, Wobulenzi Town Council, Molo Sub County, Bungatira Sub-county, Rupa sub-county and Nabwigulu sub-county.

Figure 6: A section of Barotiba road in Patongo Sub-county, Agago District cut off by rain water



Source: ACODE Achieves

Table 7: Existence of Bottlenecks across Selected Districts

Districts	Muddy road section	Swampy Road section	Very deep gullies/ potholes	Broken culverts	River/ stream crossing the road	Broken bridge
Agago	1	1	0	0	0	0
Amuru	0	1	0	0	1	1
Bududa	1	0	0	0	1	1
Gulu	1	0	0	0	0	0
Lira	1	0	0	0	0	0
Mbale	1	0	1	1	1	0
Mbarara	1	0	0	0	0	0
Moroto	1	0	0	0	1	0
Mukono	0	0	0	1	0	0
Nebbi	0	0	0	1	0	0
Soroti	0	0	1	0	0	0
Tororo	1	0	1	1	1	0
Wakiso	1	0	1	0	1	0

Source: BSDME Q3 FY 2017/18

c) *Drainage quality*

In terms of drainage quality, findings show that only about one third of the roads in the districts visited had clear drainage channels (35%) and these included Buliisa, Hoima, Kanungu, Lira and Mukono among others. Also, 27% of the roads had silted drainage channels (26%) as seen in Agago, Amuria, Bududa, Kabalore, Mbarara and Moyo among others. A few of the districts had broken culverts (15%) especially in Mbale, Ntungamo, Tororo and Wakiso.

Again, 37% of the sub-counties had roads with clear drainage channels and these included Atego sub-county, Amach sub-county, Amuru sub-county and Biiso sub-county among others while 27%, 26% and 10% of the sub-counties respectively had roads with clogged, silted and broken culverts. Table 8 below summarises the quality of drainage across the districts.

Table 8: Drainage Quality on Roads across Districts

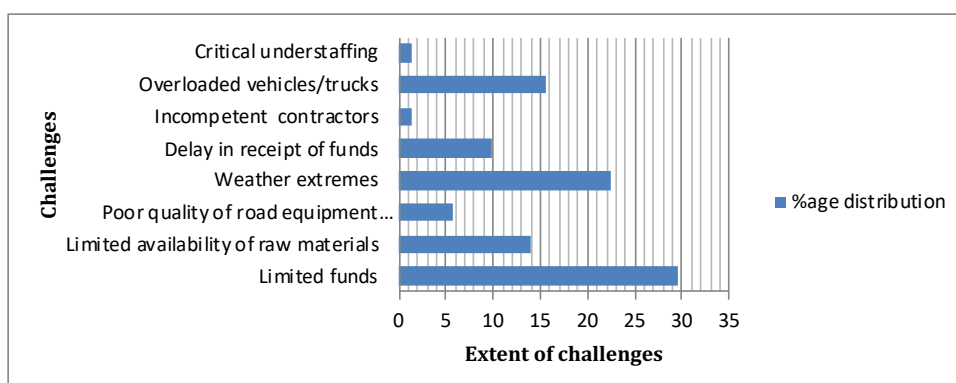
Districts	Broken Culverts	Silted Drainage Channels	Clogged drainage channels	Clear drainage channels/ culverts
Agago	0	1	1	0
Amuria	0	1	1	0
Amuru	0	0	1	0
Bududa	0	1	0	0
Buliisa	0	0	0	1
Gulu	0	0	0	0
Hoima	0	0	0	1
Kabarole	0	1	1	0
Kanungu	0	0	0	1
Lira	0	0	0	1
Mbale	1	0	1	0
Mbarara	0	1	1	0
Moyo	0	1	0	0
Mukono	0	0	0	1
Nebbi	0	0	0	1
Ntungamo	1	0	0	1
Rukungiri	0	0	0	1
Soroti	0	1	0	1
Tororo	1	0	0	0
Wakiso	1	0	0	0
Total	4	7	6	9

Source: BSDME Q3 FY 2017/18

2.2.5 Challenges Facing Service Delivery in Road Sector

Findings from this round of the budget monitoring exercise revealed that service delivery in the road sector was majorly affected by limited funds and budget cuts (30%) followed by weather extremes (23%) such as flooding during the rainy season and incompetent contractors (1%) as indicated in Figure 7.

Figure 7: Challenges facing service delivery under the roads sub-sector



Source: BSDME Q3 FY 2017/18

3.0 CONCLUSIONS AND RECOMMENDATIONS

Evidence from Quarter 3 FY 2017/18 round of budget monitoring shows that the requirement to display information on Central Government transfers to Local Governments has declined given that 52% of the district headquarters covered had information on the Central Government transfers displayed compared to 49% of the sub-county headquarters. In contrast, 56% of district headquarters covered in Quarter 1 FY 2017/18 had displayed information on Central Government transfers compared to 70% of the sub-county headquarters. With regards to payroll information, overall, both the district and sub-county headquarters barely adhered to the requirement to display payroll information, with only 32% of the districts and 11% of the sub-county headquarters displaying payroll information. Relative to Quarter 1 FY 2017/18, display of payroll information at Sub-county headquarters slightly increased by 1% from 10% in Quarter 1 FY 2017/18 to 11% in Quarter 3 FY 2017/18 while for the district headquarters, display of payroll information increased by 14% from 18% in Quarter 1 FY 2017/18 to 32% in Quarter 3 FY 2017/18.

Although the information given was not corresponded with bank statements, the information received from district and sub-county headquarters suggested delays of up to 18 weeks for districts and 39 weeks for sub-county headquarters in receipt of funds (from the beginning of Quarter 3 FY2017/18) which was way higher than the ten days target of Ministry of Finance Planning and Economic Development.

Regarding the distribution of equipment for road maintenance, most of the districts received the equipment which included: compactor, graders, rollers, Lorries, trucks, water bowser and wheel loader. It was reported that routine and periodic maintenance constitute the major road works undertaken in financial year 2018/19.

The key recommendations from this round of BSDME are the following:

1. The MoFPED should set clear guidelines for display of information on payroll and transfers. The guidelines should specify the information to be displayed, the level of detail, the period for which information ought to be displayed, and where the information should be displayed. Where districts and other units have websites, it is proper that the information is also posted there. Additionally, MoFPED should ensure that the budget website (www.budget.go.ug) contains all the necessary information from all Local Governments; in order to fill some of the information gaps at the Local Government level. At the moment, the budget website does not contain this information on quarterly progress reports for most Local Governments.
2. The political leaders (Councillors) both at Local Government and Lower Local Governments need to often monitor the quality of surface and drainage on roads of their respective districts or sub-counties in order to advise the technical wing of the district to fix any anomaly in time to avoid road floods and potholing. This is suggested because of the 60% of the district roads and 59% of sub-county roads visited that had bottlenecks.
3. The District Local Governments need to design and build climate resilient roads so that runoff rainwater does not wash away the murram on respective district and sub-county roads. For instance, in the districts of Amuru, Bududa, Mbale, Moroto, Tororo and Wakiso, some roads were reported to have river/stream crossing their road due to heavy rains.
4. The political arm of Local Governments need to closely monitor the utilization of money allocated for monitoring road works in the districts to ensure that the funds are utilized effectively and efficiently to carry out good road works. Districts such as Nebbi, Amuru and Rukungiri were only able to spend 6%, 22% and 28% respectively of their budget allocation for monitoring road works in financial year 2017/18.

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ABOUT ACODE

The Advocates Coalition for Development and Environment (ACODE) is an independent public policy research and advocacy think tank based in Uganda. ACODE's work focuses on four programme areas: Economic Governance; Environment and Natural Resources Governance; Democracy, Peace and Security; Science, Technology and Innovation. For the last eight consecutive years, ACODE has been ranked as the best think tank in Uganda and one of the top 100 think tanks in Sub-Saharan Africa and globally in the Global Think Tanks Index Report published by the University of Pennsylvania's Think Tanks and Civil Societies Program (TTCSP).



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