FOREWORD

This is a new brand of Performance Report for the Works and Transport Sector for submission to the Joint Transport Sector Review slated for October 2011. It provides stakeholders both in and outside the Transport Sector with a summary of the sector performance for the Financial Year 2010/11 across the full range of MDA's and activities in the individual Transport Sub-Sectors.

The Performance Report provides an opportunity to identify the key issues affecting the Sector, and to put forward the key strategies for improving performance in. Each sub-sector has identified key issues and strategies intended to improve efficiency and levels of service. At a sector-level the overall performance is measured by a set of 'Golden Indicators'. In future, the Works and Transport Sector will assess its own performance through a critical examination of progress on these 'Golden Indicators'.

The Works and Transport Sector is currently undergoing far-reaching reforms, most recently epitomised by the creation of the Uganda National Roads Authority and the Uganda Road Fund. Yet the reforms are continuing. In the near future, the Government is minded to create a separate authority to manage the District, Urban and Community Access Roads network. Road Safety activities will be strengthened through the establishment of a National Road Safety Authority. Other regulatory functions in the wider transport sector will be strengthened. In Kampala, the Government intends to create a Metropolitan Area Transport Authority to plan and manage public transport, with a key objective of introducing a Bus Rapid Transit system, designed to improve public transport.

Uganda welcomes the recent harmonisation of axle load control and vehicle configurations. The Government will soon be taking steps to improve axle load control so that damage to the roads caused by overweight trucks is significantly reduced. At the same time, a greater emphasis will be placed on the development of railway and inland water transport, to widen choice to transport user's with the overall objective of reducing transport costs.

The Government has adopted the National Construction Industry policy with a view to strengthening the industry across all construction sectors. The policy is now entering the implementation phase, starting with the road sub-sector. In addition, the sector has adopted an HIV/AIDS policy and strategy designed to combat the spread of AIDS that, unfortunately, transport can facilitate.

The Government intends to strengthen its support for non-motorised transport, particularly walking and cycling. These cheap, healthy and sustainable means of transport will be fostered to enhance both use and safety.

The Government wishes to acknowledge the support it continues to receive from Development Partners for the sector. It is worth re-iterating that service delivery remains the cornerstone of the wider Government undertakings for the period 2011-2016. Government is committed to setting targets and performance indicators, and evaluating and disseminating results on performance to stakeholders with requisite transparency.

Lastly, Works and Transport is a cluster of priority sectors of the economy. It anchors the economy and serves as its conveyor belt. In consequence, its performance has to be tracked, evaluated and reported. This report will be enhanced by constructive feedback. I solemnly invite that feedback to spur improvement.

Hon. Abraham James Byandala
Minister of Works and Transport

EXECUTIVE SUMMARY

Overall purpose

The purpose of the Annual Sector Performance Report (ASPR) is to analyse performance of the transport sector from a policy and strategic perspective. The aim of the report is, therefore, to provide a brief record of sector progress during the year, and issues arising, as background for an analysis of main challenges. The challenges focus, as appropriate, on needs for adjustment of policy and strategic direction, institutional reforms, planning and implementation, and financial performance. It serves as the definitive record of sector performance for consideration by the Joint Transport Sector Review (JTSR).

This report

The following report provides a record of the performance of the transport sector for the financial year 2010/11. It is the first report of this nature prepared for the sector. Not only is the report new: an M&E Framework, consisting of key performance indicators, "Golden Indicators", was also developed in the process of report preparation as the primary means to measure overall sector performance.

The dual task of identifying, formulating and computing indicators; and providing background text and analysis on a novel report format, was done under time constraints. Useful lessons have been learnt during the process, which will feed into report preparations of future years.

The M&E Framework

The M&E Framework consists of 17 Golden Indicators which will summarize the transport situation in the road, rail, air and water transport sub-sectors, thereby enabling results based sector management. They are related to the mandates and functions of the Ministry and its agencies, and the objectives of the National Development Plan.

The principal purpose of the Golden Indicators is demonstration of sector-wide performance aimed at overall strategic management including review of related policy issues, being the purpose of this report.

Status and trends

The Golden Indicators have been computed as per June 2011. Computation of past years, enabling a review of trends, are available to the extent that the indicators are systematically used by the sub-sectors for operational management purposes, or have formed part of regular reporting to Prime Minister's Office, such as the Joint Assessment Framework (JAF) or reporting for the Government Annual Performance Report. In future years a systematic record of past performance will be built up for all the Golden Indicators.

Roads-sub-sector

The road network is the backbone of the transport system in the country, and the sub-sector absorbs about 90% of the transport sector budget for FY 2010/11 and about 15% of the total government budget. It is thus important that the network is maintained in a condition that allows for efficient movement of goods and passengers, and ensures preservation of past and future road investments. Given the size of the road sub-sector it is also important that the cost of transport by road remains competitive.

Currently, 74% of paved national roads, and 64% of unpaved national roads are classified as being in fair to good **condition**. The paved roads deteriorated from 77% in FY 09/10, whereas the unpaved roads improved from 53%. A rehabilitation programme will gradually result in increase in roads in fair to good condition. However, to avoid loss of asset value UNRA's rehabilitation programme must be accompanied by a maintenance programme, which ensures that roads, which once have been brought to fair or good condition will not deteriorate from this state.

Only 55% of district roads (all unpaved) are currently in fair to good condition. This state of affairs has resulted from historic and continuing underfunding of road maintenance, and now results in a need for serious interventions in the form of rehabilitation of around 12,000 km of the network.

50% of paved, and 75% of unpaved, urban roads are in good or fair condition.

Overloading on the national road network continues, and thereby the resulting deterioration of the network and the additional financial burden due to the need to repair and rehabilitate damaged roads. Last year nearly 170,000 trucks were weighed at the 5 major static weighbridge locations. Of these vehicles, 54% were found to be overloaded in some form. Compliance with axle load regulations is dependent on efficient registration at the weigh bridge stations as well as effective strategies to prevent trucking companies to overload their vehicles. The Ministry and UNRA are addressing these issues.

Government, through the Uganda Road Fund, is not yet fully **funding road maintenance** needs in the country. Last year, the Road Fund was provided with a budget to cover around 75% of all maintenance need, meaning that the network will deteriorate, year on year, if the trend continues. However, the Road Fund was able to **release over 99%** of the budget.

The **paved road stock** is currently 4,300 km, of which 75% are national roads, and the remainder urban roads. In FY 2010/11, the stock of national paved roads has risen by 64 km, an increase of 2%. Uganda's proportion of paved national roads to total national roads is currently 16%, which is low in comparison with many other sub-Saharan African countries

For some time **road safety** has been a cause for concern in Uganda. The fatality rate (per 10,000 vehicles) in Uganda has historically been one of the highest in sub-Saharan Africa. Last year the fatality rate from road accidents was 46.5 per 10,000 vehicles, the highest since 1997. This problem is being addressed by measures taken to create a National Road Safety Authority and strengthening of the regulatory agencies.

Unit costs of various types of road works are now being comprehensively monitored. Construction costs in Uganda, like most sub-Saharan African countries, have risen sharply over the last few years. This suggests problems of competitiveness in the sub-sector, and there may be capacity problems during design and construction management.

Rail sub-sector

Freight carried on the railway has increased over the last 3 years to a total of 154 million tonne-km. On the main railway corridor through Malaba, rail transport accounts for around 9% of all freight, well below the potential of competitive rail transport.

Locomotive utilisation on the railway has improved recently, and now stands at 131 km per day. Wagon transit time stands at 16.2 days, and total turn round time at 27.1 days. Improvements in these measures will aid the capacity of the railway to capture a greater share of freight transport.

Air sub-sector

Total aircraft movements in Uganda were a 3-year high and international passenger traffic has increased over the last five years. However, domestic passengers transport suffers from the lack of competitiveness relative to road. Any increase in the medium term will probably have to come from an increase in tourism.

Inland water transport

Inland water transport in many places is the only means of transport and is a necessity for access. Major waterways, notably Lake Victoria, offer the possibility for competitive transport of passengers and freight between Uganda and neighbouring countries. Current capacity problems and problems of service level and security are being addressed by Government through improvements in infrastructure, policy and regulatory framework.

Efficient provision of transport infrastructure and services- modal competition

A key issue demonstrated by the current status of the transport sector is the **under-utilised potential of rail transport** to offer a competitive alternative to road transport.

The trend of the past many years has been underfunding of the road maintenance requirements and a resulting year by year loss of asset value, which is only compensated by spending on rehabilitation works. Road traffic increases, and so does the demand for more funds and the pressure on the implementing capacity of UNRA, the Local Government Authorities and the private sector. Roads deteriorate, and congestion of busy sections in and around major cities, notably Kampala, increases with the result that the costs of freight transport in Uganda are above those which can be offered by a competitive rail sub-sector. The current state is a potential impediment to Uganda's competitiveness in regional and international markets.
It is against this background that Government considers that rail transport should play a greater role in the transport sector through improvements in the potential of the sub-sector.

Government will work with Uganda Railways Corporation to increase efficiencies, and improve infrastructure. Improved control of overloading on the road network could also cause a shift towards the use of rail.

Environment

UNRA is spearheading mainstreamed environment management in all its operations from the project design stage, through implementation and during maintenance operations. The Ministry plans to implement its environmental management framework and disseminate EIA guidelines for the road sub sector.

HIV/ AIDS

The transport sector is considered to be one of the most vulnerable sectors to the AIDS epidemic being a sector that facilitates mobility and is characterised by highly mobile working population. A HIV policy and strategy for MoWT has recently been approved and is due to be launched.

Gender

The overall goal of the national gender policy is to mainstream gender into the national development process and reduce inequality in decision making and economic activities. This is particularly important in the rural road sub-sector, where labour-based work methods are an effective driver for local employment, especially for women.

TABLE OF CONTENTS

Foreword i
Executive Summary ii
Table of Contents vi
List of Tables x
List of Figures xii
List of Abbreviations xiii
1 Introduction 1
1.1 Background 1
1.2 The Purpose of the Report 2
1.3 Links between Transport & Development 3
1.3.1 The Direct Effects of Transport 3
1.3.2 The Indirect Effects 3
1.3.3 The Efficient Provision of Transport Infrastructure & Services 4
1.4 The M&E Framework 5
1.5 Golden Indicators 5
1.5.1 The Measured Indicators 5
1.5.2 Status and Trends 8
1.5.3 Future Indicators 11
2 The Transport Sector in Uganda 13
2.1 Transport Policy 13
2.2 Institutions within the Transport Sector 14
2.2.1 Ministry of Works & Transport 14
2.2.2 Uganda National Roads Authority 15
2.2.3 Uganda Railway Corporation (URC) 15
2.2.4 Civil Aviation Authority (CAA) 16
2.2.5 Uganda Road Fund (URF) 16
2.2.6 Other Sector Agencies 16
2.3 Overall State of the Sector 17
2.3.1 Strategic Direction for the Sector in the Medium Term 17
2.3.2 Sector Reforms 17
2.3.3 Sector Challenges 18
2.3.4 SPECIFIC Sector Strategies 18
2.4 Budget & Financing 18
2.4.1 Government Budget 18
2.4.2 Allocations within the Transport Sector 20
2.5 Status of the Joint Transport Sector Matrix 21
3 The Road Sub Sector 23
3.1 Uganda National roads Authority 23
3.1.1 Mandate and Vision 23
3.1.2 National Road Network Assets 23
3.1.3 Achievements in FY 2010/2011 23
3.1.3.1 Golden Indicator 1: Condition of the Roads Network 23
3.1.3.2 Golden Indicator 2 : Paved Roads Stock 24
3.1.3.3 Golden Indicator 5 : Road Construction/ Maintenance Cost 24
3.1.3.4 Road Maintenance Expenditure/Budget 25
3.1.3.5 Golden Indicator No.8 Compliance with Axle Load Regulations 25
3.1.4 Performance of National Roads Projects and Programmes 26
3.1.5 National Road Maintenance 28
3.1.5.1 Summary of Achievements 28
3.1.6 Performance of the Additional 10,000km 28

3.1.6.1 Routine Maintenance....28
3.1.6.2 Periodic maintenance....29
3.1.6.3 Bridges....29
3.1.7 Ferry Services....29
3.1.8 Axle Load Control....30
3.1.9 Financial Performance....31
3.1.10 Challenges....33
3.1.11 Plans for the Medium Term Future....33
3.2 District, Urban & Community Access Roads (DUCAR)....34
3.2.1 Mandate....34
3.2.2 Policy and Operating Principles....34
3.2.3 Assets....34
3.2.4 2010/11 Performance....35
3.2.5 Future Programmes....36
3.2.5.1 Improved Maintenance Operations....36
3.2.5.2 District and Urban Roads....36
3.2.5.3 Community Access Roads....36
3.2.6 Key Issues and New Initiatives....37
3.3 Road Traffic Regulation....38
3.3.1 Mandate....38
3.3.2 Performance in 2010/11, including sub-sectoral indicators....38
3.3.2.1 Laws, Policies, and Strategies....38
3.3.3 Review of 2010 JTSR Action Matrix and Progress....39
3.3.3.1 Road Safety....39
3.3.3.2 Registration and Licensing of driving schools....39
3.3.3.3 Improve Axle Load Control....39
3.3.3.4 Update legislation for inland water transport....39
3.3.4 Future Targets....39
3.3.5 Challenges and proposed measures....40
3.3.5.1 Road Safety....40
3.3.5.2 Axle Load Control....40
3.3.5.3 Traffic Congestion....40
3.4 Uganda Road Fund....40
3.4.1 Mandate, Vision, Mission and Operating Principles....40
3.4.1.1 Mandate of URF....40
3.4.1.2 Vision....41
3.4.1.3 Mission Statement....41
3.4.1.4 Objectives....41
3.4.2 Operations of the URF....41
3.4.3 Sources of Funds....42
3.4.4 Performance in FY 2010/11....42
3.4.4.1 Historical Trend of Road Maintenance Financing....42
3.4.4.2 Administration and State of the Road Asset in FY 2010/11....43
3.4.4.3 Allocation and Uses of Funds....44
3.4.4.4 Uses of Funds....44
3.4.4.5 Budget Requirements vis-à-vis Availed Funds....45
3.4.4.6 Performance of Revenue Inflows in FY 2010/11....45
3.4.4.7 Performance of Funds Disbursements in FY 2010/11....46
3.4.4.8 Activities Funded....48
3.4.4.9 Achievements against Key Performance Indicators....49
3.4.5 Review of 2010 JTSR Action Matrix and Progress....51

3.4.6 Future Plans – 3 years 52
3.4.6.1 Allocation for FY 2011/12 52
3.4.6.2 Planned Road Maintenance Activities in FY 2011/12 53
3.4.6.3 Plans for the Medium Term 54
3.4.7 Challenges and proposed mitigations measures 56
4 The Rail Sub Sector 59
4.1 Mandate 59
4.2 Vision and Function 59
4.3 Operating Principles 59
4.3.1 Concession 59
4.3.2 Recent Changes to the Concessionaire 60
4.4 Assets 61
4.4.1 Track 61
4.4.2 Rolling Stock 61
4.5 Performance in 2010/11, including sub-sectoral indicators 61
4.6 Review of 2010 JTSR Action Matrix and progress 62
4.7 Future Plans 63
4.8 Challenges and Proposed measures 63
5 Air Transport Sub Sector 65
5.1 Mandate 65
5.2 Vision, Mission and Core Values 65
5.3 Key Functions 65
5.4 Assets 66
5.5 Key Medium Term Planned Activities/Projects 66
5.6 Five Year (2011/12-2015/16) Strategic Plan Highlights 67
5.6.1 Medium Term Policy Goals 67
5.6.2 Medium Term Corporate Objectives 67
5.6.3 Strategic Initiatives for the First Year of the 2011/12-2015/16 Business Plan 67
5.7 10 Year Traffic Performance (2000-2010) 68
5.7.1 Trends in the Air Sector 69
5.7.1.1 International Passenger traffic 69
5.7.1.2 Domestic Passenger Traffic 69
5.7.1.3 International Air Freight 70
5.7.1.4 Commercial aircraft movements 71
5.7.2 Traffic Performance for 2010/11 71
5.8 Progress on 2010 JTSR Action Matrix 72
5.9 Challenges/Constraints and Proposed Measures 72
6 Marine Sub Sector 73
6.1 Inland Water Transport 73
6.1.1 Background 73
6.1.2 present situation 73
6.1.3 Transport Services and Infrastructure 73
6.1.3.1 Wagon Ferries 73
6.1.3.2 Road Bridges 74
6.1.3.3 Ferry 74
6.1.3.4 Private Operators 74
6.1.4 Key Medium Term Planned Activities/Projects 75
6.1.5 Progress on 2010 JTSR Action Matrix 75
6.1.6 Challenges and Constraints 75
7 Urban Transport Sub Sector 77
7.1 Mandate 77
7.2 Objectives 77
7.3 Key Functions 77

7.4 Key Medium Term Planned Activities/Projects 78
7.5 Five Year (2011/12-2015/16) Strategic Plan Highlights 78
7.5.1 Medium Term Strategies 79
7.5.2 Trends in the Sub Sector 79
7.5.3 Projections 80
7.5.4 Recommendations 80
7.6 Progress on 2010 JTSR Action Matrix 81
8 Public Works 83
8.1 Mandate 83
8.2 Vision, Mission and Operating Principles 84
8.3 2010/11 Performance 84
8.4 Challenges and Proposed Measures 84
9 Construction Standards & Quality Management 85
9.1 Mandate 85
9.1.1 Core Values/Principles 85
9.1.2 Key Functions 85
9.2 Performance 2010/11 86
9.2.1 Operationalisation of the National Construction Industry Policy 86
9.2.2 Amendments to the Roads Act and Access to Roads Act 87
9.2.3 Revision of Engineering Road Design Manuals and Specifications 87
9.2.4 Mainstreaming of Cross-cutting Issues in the Sector 88
9.2.5 Technical Compliance Audits 88
9.2.6 Material Testing and Research Function 89
9.3 Challenges and Constraints 90
9.4 Short and Medium Term Plans 90
10 Cross Cutting Issues 91
10.1 Environment 91
10.2 HIV/ AIDS 91
10.3 Gender 92
Anexures 93
GAPR Performance Indicators 94
JAF Indicators 109
Joint Transport Sector Review Action Matrix 120

LIST OF TABLES

Table 1.1 : Golden Indicators 6
Table 2.1 : Other Sub Sector Agencies 16
Table 2.2 Government of Uganda & Works & Transport Budgets 19
Table 3.1: Condition of the National Roads Network (June 2011) 24
Table 3.2: Stock of national paved roads 24
Table 3.3 : Projects for Upgrading Gravel Roads to Bitumen Standard 26
Table 3.4 : Projects for Rehabilitation/Reconstruction of Roads 26
Table3. 5 : Projects for Rehabilitation/Reconstruction of Roads 27
Table 3. 6 : Summary of the National Road maintenance Achievement in FY 2010/11 28
Table 3.7 : Status of Major Maintenance Projects 28
Table 3.8 : Status of Bridge Projects 29
Table 3.9 : Status of Ferry Crossings Linking National Roads 30
Table 3.10 : UNRA Performance since 2008/09 to FY 2010/11 (UGX Billion) 31
Table 3.11 : DUCAR Physical Performance 35
Table 3.12 : Maintenance Interventions on DUCAR Network, 2010/11 35
Table 3.13 : Maintenance Achievements on DUCAR Network 35
Table 3.14 : Percentage of roads in Good/Fair condition 35
Table 3.15 : Budget Estimates for Road Maintenance for FY 2008/09 to 2011/12 42
Table 3.16 : Public Road Network Characteristics 44
Table 3.17 : Global Allocation of Funds FY 2010/11 44
Table 3.18 : Summary of Revenue Inflows to Vote 118, FY 2010/11 45
Table 3.19 : Performance on KPI for Revenue Inflows, FY 2010/11 45
Table 3.20 : Funds Disbursement Summary –FY 2010/11 – as at 30 June 2011 46
Table 3.21 : Summary of funded Activities in FY 2010/11 48
Table 3.22 : Achievement of KPIs in FY2010/11 50
Table 3.23 : Road Fund Allocation of Funds, FY 2011/2012 52
Table 3.24 : Summary of Road Maintenance Activities Planned in FY 2011/2012 53
Table 4.1 : Rift Valley Railways Stock Ownership 60

Table 4.2: RVR Rolling Stock 61

Table 4.3: Freight carriage performance 61

Table 4.4: Rail Productivity and Efficiency Indicators 62

Table 4.5 : Progress on JTSR Action Matrix 62

Table 5.1 : Trends in Air Traffic 1991 - 2010 68

Table 5.2 : Air Sector Performance 2010/11 71

Table 7.1 : Vehicle fleet projections ('000's) 2000/2030 (Without Traffic Demand Management) 80

Table 9.1 : Technical Compliance Audits of Local Governments 89

Table 10.1 : MoWT Employees by Gender 92

LIST OF FIGURES

Figure 1-1 GDP Per Capita based on Purchasing Power Parity 1
Figure 1-2 Population Growth in Uganda 1
Figure 2-1 Comparison of expenditure on Transport and Government Budget 19
Figure 2-2 Breakdown of Budget Allocations 20
Figure 2-3 Sources of Funds 20
Figure 2-4 Comparison of Budget and Releases 21
Figure 2-5 Comparison of Budget and Release for the Roads Sub Sector 21
Figure 3.1 : Location of Weighbridges 32
Figure 3.2 : Trend of Road Maintenance Funding, FY 2008/09 as Base Yea 43
Figure 3.3 : Percentage Disbursements to Agencies and Sub Agencies in FY 2010/11 47
Figure 3.4: Disbursed funds against IPFs of DAs and sub-agencies, FY 2010/11 47
Figure 5.1: International Passenger & Arrival Departures 69
Figure 5.2 : Domestic Passenger Arrivals and Departures 69
Figure 5.3 International Air Freight 70
Figure 5.4 Aircraft Movements 71

LIST OF ABBREVIATIONS

AREP	Annual Road Expenditure Programme
ARMP	Annual Road Maintenance Programme
CAA	Civil Aviation Authority
CAR	Community Access Roads
DA	Designated Agencies
DRC	District Road Committees
DUCAR	District, Urban and Community Access Roads
EIA	Environmental Impact Assessment
ELU	Environmental Liaison Unit
EU	European Union
FY	Financial Year
GAPR	Government Annual Performance Report
GBS	General Budget Support
GDP	Gross Domestic Product
GoU	Government of Uganda
IPF	Indicative Planning Figures
JAF	Joint Assessment Framework
JTSR	Joint Transport Sector Review
KCC	Kampala City Council
KCCA	Kampala Capital City Authority
Km	Kilometres
KPI	Key Performance Indicators
KRC	Kenya Railways Corporation
M&E	Monitoring and Evaluation
MFPED	Ministry of Finance, Planning and Economic Development
MOJCA	Ministry of Justice & Constitutional Affairs
MoLG	Ministry of Local Government
MOPS	Ministry of Public Service
MOU	Memorandum of Understanding
MoWT	Ministry of Works & Transport
MTEF	Medium Term Expenditure Framework
NCI	National Construction Industry
NDP	National Development Plan
NRSC	National Road Safety Council
OPM	Office of the Prime Minister
OYRMP	One Year Road Maintenance Plan
PPDA	Public Procurement and Disposal of Public Assets Act
PRDP	Peace Recovery and Development Plan
PSV	Passenger Service Vehicle
RAFU	Road Agency Formation Unit
RIC	Road Industry Council
RRP	Rural Roads Rehabilitation Programme
RUC	Road User Charges
RVR	Rift Valley Railways
SAPR	Sector Annual Performance Report

SWAP	Sector Wide Approach
SWG	Sector Working Group
TLB	Transport Licensing Board
UCICO	Uganda Construction Industry Commission
UGX	Uganda Shillings
UNRA	Uganda National Road Authority
UPF	Uganda Police Force
URA	Uganda Revenue Authority
URC	Uganda Railway Corporation
URF	Uganda Road Fund

1 INTRODUCTION

1.1 BACKGROUND

The Uganda transport sector plays a crucial role in the growth of the Ugandan economy. It facilitates domestic and international trade, contributes to national integration, and provides access to jobs, health, education and other essential social and economic facilities.

The transport system's effectiveness, appropriateness and adequacy contribute a great deal to the successful implementation of the National Development Plan (NDP), the lowering of domestic production costs through timely delivery, and the enhancement of the economies of scale in the production process. It thus creates economic opportunities in the areas of: market access, strengthening of competition, promotion of trade and export, tourism and, contribution to foreign investment which, further generates employment opportunities. In the past five years, Uganda has experienced unprecedented economic growth. Between 2005 and 2010 Gross Domestic Product (GDP) per capita grew by an average of 6.5% per year, as shown in Figure 1-1

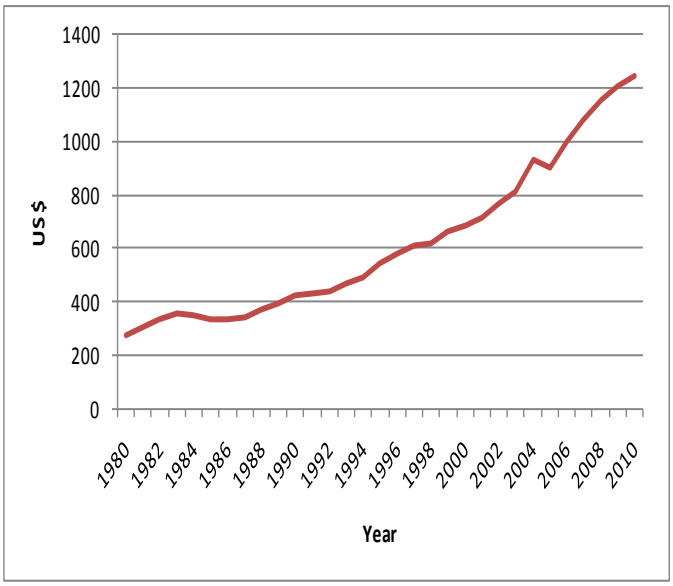


Figure 1-1 GDP Per Capita based on Purchasing Power Parity

Whilst the provision of transport infrastructure and service has contributed to this economic growth, the growth within the economy does place a burden on transport to which the sector must respond. At the same time, population has also been increasing rapidly, as shown in figure 1-2, and this has also added to the overall demand for transport within the country. In the last 5 years population growth average 3.3% per year. The increase in demand for transport is especially evident in Kampala City

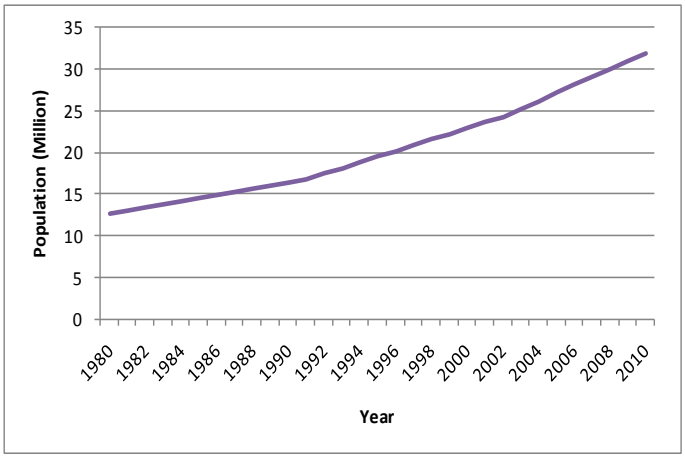


Figure 1-2 Population Growth in Uganda

The Five Year National Development Plan (NDP) identifies priorities for investment in all sectors namely; roads, railways, water and air transport whilst recognising that transport infrastructure, and in particular that of roads is insufficient to achieve the significant growth in productivity within the agricultural sector. In addition, the NDP also notes that the paved road network remains small in comparison to the overall network; that the railway has limited functionality and, that air services also remain limited. Against this background, the NDP establishes both plans and strategies for the sector which are reflected in the National Transport Master Plan (NTMP), approved by Cabinet in January 2011.

This report therefore sets out to examine how the transport sector in general is performing in response to these interventions and, in so doing, establishes a series of 'baselines' against which future progress in the development and improvement of the transport sector, during the time frame of the NDP, can effectively be measured.

1.2 THE PURPOSE OF THE REPORT

This is the first Sector Annual Performance Report (SAPR) which is designed to provide stakeholders both in and outside the transport sector with a summary of the performance of the transport sector in its delivery of Government programmes.

The Monitoring and Evaluation (M&E) strategy, forming part of the National Development Plan (NDP), provides an overview of the analyses and reporting needed to monitor and evaluate the Plan. Required reporting includes the ASPR and the Government Annual Performance Report (GAPR). The two reports complement each other. The purpose of the SAPR is to analyse performance of a particular sector from a policy and strategic perspective. The aim of the GAPR is to provide a basis for accountability for the use of resources and the achievement of results, across the various sectors of Government, and to guide decisions on resource allocation for the following financial year.

This report therefore provides a record of the performance of the transport sector for the financial year 2010/11. It provides a brief record of sub-sector performances as a background for the analysis of the main challenges. These challenges mainly focus on the; needs for adjustment of policy and strategic direction, institutional reforms, planning and implementation, and financial performance, as appropriate.

Measurement of sector wide performance is presented in terms of 'Golden Indicators' that are included in the Sector's agreed Monitoring and Evaluation Framework. The record of performance at individual sub-sectors may be supported additionally by indicators at a much finer level of detail.

A sector wide approach to planning, implementation, reporting and accountability (SWAP) was adopted in 2001. The SWAP dialogue includes the Joint Transport Sector Review (JTSR). The SAPR provides the basis for discussions at the JTSR where undertakings for the subsequent year are agreed.

Outputs of the sector dialogue, including the JTSR, feed into strategic national processes including national budget/ public expenditure reviews and General Budget Support (GBS) review. The GBS review is based on the JAF indicators, which have been incorporated in to the M&E framework of the sector. Updated JAF indicators for the transport sector are enclosed in Annex 1. Annex 2 provides the transport sector indicators of the GAPR.

The process commenced in the middle of July 2011 and was guided by two main deadlines: submission of reporting to OPM at the end of September, and making the final report ready for the JTSR on 26th-28th October 2011. The dual task of identifying, formulating and computing indicators, as well as providing background text and analysis on a new report format, was therefore undertaken under time constraints.

Computation of indicators and production of the report text and analysis was done by key staff in the various agencies and the Ministry. The process was managed by a Task Force comprising members from the contributing agencies and departments, supported by the Policy and Planning Department of MoWT. Consultants provided guidance and support including capacity building in the managing of the process.

Useful lessons have been learnt during the process, which will feed into report preparations of future years. This includes a need to obtain early commitment from agency and department management that required staff will be released for the preparation of the report. Detailed planning and programming of the process must be done well in advance of commencement, in order that commitments can be made, on an informed basis.

1.3 LINKS BETWEEN TRANSPORT & DEVELOPMENT

1.3.1 THE DIRECT EFFECTS OF TRANSPORT

Availability of good-quality and reliable transport infrastructure and services is a pre-requisite for the effective functioning of the productive and service sectors. The key role of transport is facilitating development of agriculture, commerce and trade; movement of people for business, social needs and leisure and, delivery of health, education and extension services. It is a pre-requisite of efficient economic and social activity that good and reliable transport be available not only between towns, villages and remote settlements throughout the country, but also within the larger cities themselves, especially the capital Kampala and the immediate surrounding areas.

The rapid economic and social development experienced during recent years is expected to continue, especially as an indigenous oil sector develops in the coming years. However, it is necessary for future growth to be balanced, both by sector, and regionally, to ensure equitable distribution of the benefits of development. This, together with a need to address future regional and international competitiveness, will guide the further development of the transport sector.

1.3.2 THE INDIRECT EFFECTS

The sector is a major source of employment. The work methods chosen in road construction can have important effects on the number of jobs created. Labour based methods are suitable options where they are economically effective, except where the time dimension is important and equipment based methods are preferred. Utilizing local labour allows the local community to earn wages, and, if correctly designed, it can have a substantial gender-specific impact. The road sub-sector is also an important training ground for the local construction industry, which will be able to gradually take over work from the international contractors.

However, negative effects of the sector include impacts on the environment, HIV/AIDS risks, and safety hazards. Further, the number of fatalities resulting from road accidents in Uganda is very high by international standards.

1.3.3 THE EFFICIENT PROVISION OF TRANSPORT INFRASTRUCTURE & SERVICES

A substantial part (about 16%) of the national budget is devoted to the transport sector. Maximising positive, and minimising negative, impacts of funds spent - through cost consciousness, efficient allocation of funds within and between sub-sectors, as well as between investment and maintenance - is of critical importance.

Road is the dominant form of transport in Uganda offering the availability of 'door-to-door' collection and delivery. A good road network is thus an indispensable component of a well functioning transport system. Furthermore, road infrastructure and road transport must be available not only on the main road network (national roads), but also on the connecting minor rural and urban roads as well as the community roads that serve remote villages and individual farms.

Rail offers strong potential advantages due to its ability to offer bulk transport over long distances at costs which should be well below those of road, provided traffic volumes are sufficient to ensure low fixed costs per traffic unit. An additional advantage of rail lies in the fact that a significant transfer of traffic from road to rail should considerably lessen the impact of overloaded heavy trucks, which are a frequent cause of road pavement failures. The improvement of rail services should do much to lower the high transport costs by all modes which currently act as an impediment to the development of regional economies to compete in world markets.

Inland water transport (IWT) also offers the benefits of lower unit costs than those of land based modes. On the other hand, IWT is slow and unloading and loading of cargo at ports is expensive. A substantial proportion of the surface area in Uganda is water, comprising lakes or rivers. Water transport in many places is therefore a necessity, either to or from islands within lakes, or, acting as 'road bridges' between roads on opposite shores of rivers and lakes. For many years, a useful role in the transport system has also been played by the wagon ferries on Lake Victoria, which carry loaded railway wagons between ports in Uganda, and those in Kenya and Tanzania.

Passenger transport by air offers the advantage of speed between airports. It is however expensive and therefore available to only a small proportion of the population. International cargo traffic is a necessity in developing exports of high-value, perishable products.

In larger towns, and especially in Kampala, urban transport presents particular problems due to the multitude of different and conflicting traffic flows, of both passenger and goods, which need to be accommodated within heavily populated urban areas. However, much can be done to alleviate urban congestion problems, such as; improved traffic management, road infrastructure improvements, bus rapid transit systems and, measures to assist non-motorised transport.

In a liberalised economy, competition between modes will invariably occur and should be encouraged. Particular areas for competition in Uganda will be for goods traffic between road and rail, and for passenger traffic between road, air and, potentially in the future, rail. In

principle, competition should allow freight forwarders and passengers to make optimal modal choices on the basis of price, speed and quality of service.

It is therefore important that these choices should be made on a 'level playing field', without inter-modal tax distortions and with customers paying the full attributable costs of transport. Together with encouragement of inter-modal competition which will help to increase efficiency and lower transport costs, this strategy must also seek to foster coordination between modes, where they can accommodate each other. This will include good interchange facilities at the principal inter-modal transfer points.

1.4 THE M&E FRAMEWORK

Monitoring and evaluation is intended to be a critical component of the transport sector's plan to improve performance. During the course of preparing the SAPR an M&E Framework was formulated, consisting of 17 key sector performance indicators, the Golden Indicators. These summarise the transport situation in the road, rail, air and water transport sub-sectors, thereby enabling results based management of the sector. The Golden Indicators are related to the mandates and functions of the Ministry and its agencies, and the objectives of the National Development Plan.

The indicators complement other sets of high level indicators in the transport sector, notably those used for performance assessment in the Annual Government Performance Report and the JAF indicators used for assessment during the annual GBS review. Although some indicators in one set of high level indicators can also be found in the other sets, all sets serve different purposes.

1.5 GOLDEN INDICATORS

1.5.1 THE MEASURED INDICATORS

The principle purpose of the Golden Indicators is the demonstration of sector wide performance aimed at overall strategic management, including the review of related policy issues.

Table 1.1 : Golden Indicators

No	Indicator	2010/2011	NDP Target (2015)	Note
1	**Road network in fair to good condition**			
	National roads (paved) – fair to good	74%	85%	
	National roads (unpaved) – fair to good	64%	85%	
	District roads(unpaved) – fair to good	55%		1
	Urban roads (paved) – fair to good	50%		1
	Urban roads (unpaved) – fair to good	55%		1
	KCCA roads (paved) – fair to good	11%		
	KCCA roads (unpaved) – fair to good	48%		
2	**Paved road network**			
	National roads	3,264 Km	4,105Km	
	Urban roads	684 Km		
	KCCA	416 Km		
3	**Road safety**			
	Fatalities per 10,000 vehicles	46		
	Total fatalities (roads death)	2,954		
	Total registered vehicles	635,656		2
4	**Road service level – travel time (Minutes/km)**			3
	On national roads	Surveys to commence 2011/2012		
	On district roads			
	In Kampala			
5	**Road construction/ maintenance cost**			
	a Paved Roads (USD/km)			
	National roads – New-construction	800,000 – 1,100,000		4,5
	National roads – Re-construction	520,000 – 725,000		4
	National roads – Rehabilitation	290,000 – 600,000		4
	National roads – Periodic maintenance	105,000 – 290,000		4
	National roads – Mechanized routine maintenance	1,000 – 3,000		4
	Urban roads – Rehabilitation	475,000		4
	Urban roads - Periodic maintenance	325,000		4
	b Unpaved Roads (000's USD/km)			
	National roads - Periodic maintenance	15,500		4
	National roads – Mechanised routine maintenance	1,500 – 4,300		4
	District roads - Rehabilitation	18,000		4
	District – Periodic maintenance	2,000 – 8,000		4, 6
	District roads - Routine maintenance	300 – 1,000		4
	Community Access roads - Routine maintenance	300-400		4

No	Indicator	2010/2011	Note
6	**Rural accessibility**		
	a) Rural population living within 2 km of an all-weather road	UBOS surveys to commence 2011/2012	7
	b) Proportion of population with access to Taxi / Matatu service	37%	8
	c) All year motorable Community Access Road network	3,490 km	
7	**Road maintenance needs met**		
	Maintenance budget relative to requirement		
	National roads	75%	9
	District roads		9
	Urban roads		9
	Maintenance expenditure relative to release		
	National roads	100%	10
	DUCAR roads	98%	10
8	**Compliance with axle load regulation**		
	Overloaded vehicles	54 %	11
	Average overload per axle	Tonnes	
	Number of weighted vehicles	169,477	11
	Number of overloaded vehicles	91,518	11
9	**Rail freight volume**		
	Total freight carried	154,2 million tonne-km	
10	**Rail modal share at Malaba and Port Bell border points**		
	Total freight crossing the two borders	2,332,344 tonnes	12
	% freight that crosses the two borders by rail	9.4 %	12
11	**Rail modal share on Lake Victoria ferries**		
	% freight transported on ferries by rail, registered at Port Bell border post. (For total freight registered at Port Bell refer Indicator 17)	%	
12	**Rail efficiency**		
	Locomotive productivity	131 Km / loco / day	
13	**Wagon utilization**		
	Wagon transit time	16.2 days	
	Wagon turn-round time	27.1 days	13
14	**International aircraft movements**		
	Commercial	24,051	
	Non commercial	10,285	
15	**Air Passenger traffic**		
	International passengers		
	Embarking	516,829	
	Disembarking	531,678	
	Transit	80,668	
	Domestic passengers		
	Embarking	5,249	
	Disembarking	5,678	

16	**Freight on Lake Victoria**		
	Total freight on ferries (as registered at Port Bell border post)	Tonnes	
17	**Passenger traffic**		14
	Entebbe – Kalangala	Surveys to commence 2011/2012	
	Port Bell – Mwanza		
	Jinja – Muzoma		

Notes:

- Measurements will have effect at the end of the FY
- US$ Exchange Rate at mid-point of the FY2010/11 : USD1=UGX2,327

1 Reliability of data to be defined.
2 Includes motorcycles. Reliability of data to be defined.
3 UNRA will identify suitable system for annual implementation, starting 2012 with data available August 2012 and following years. To be based on system of 10-15 representative road stretches where travel time is regularly surveyed.
4 Ranges have been given whilst data is being reviewed
5 Range for rolling to mountainous terrain
6 Lower end of the range more relevant for earth roads; higher end of range relates to gravel roads.
7 UBOS has been requested to include relevant question in 2011/12 (and following years') survey. Computed data will be ready as from August 2013. Usefulness of computed data to be evaluated before use as indicator.
8 Data from 2009/10 Household Survey
9 URF data for 2010/11
10 URF data for 2010/11
11 Data is a sample from 5 functioning stations with high d° of uncertainty (probably +/- 20%)
12 UBOS figures for 2009/2010
13 Data for 4th quarter (April-June 2011)
14 MOWT Transport Services and Infrastructure Department will identify suitable survey system for annual implementation, starting next year with data available for reporting August 2012 and following years. 3 optional routes have been identified as representing total.

1.5.2 STATUS AND TRENDS

Road Conditions

The National Road network is the backbone of the transport system in the country. It carries almost two-thirds of all Uganda's road traffic and plays the primary role in inter-regional connectivity. As such, it is important to ensure that the network is maintained in a condition that allows for efficient movement of goods and passengers. Currently, 74% of paved National Roads, and 64% of unpaved National roads are classified as being in good or fair condition, meaning that fully funded programmes of routine and periodic maintenance will be sufficient to ensure that these roads remain in such condition. At the same time, UNRA is continuing to rehabilitate paved roads in poor condition, as well as upgrade unpaved roads to paved standards, so that road condition will improve in the future, accompanied by lower transport costs.

Only 55% of District Roads (all unpaved) are currently in good or fair condition. This state of affairs has resulted from historic, and continuing underfunding of road maintenance, and now results in a need for serious interventions in the form of rehabilitation of around 12,000 km of the network.

About 50% of paved, and 55% of unpaved, urban roads are in good or fair condition. This discrepancy has arisen because many local authorities with responsibilities for urban roads do not have sufficient experience in bitumen technology. This has been compounded by recent rises in the price of oil, which has led to authorities directing their limited resources towards unpaved roads.

Road Network

The paved road stock is currently 4,364km, of which 75% are National roads, and the remainder urban roads. In the last two years, the stock of National paved roads has risen by 243km, an increase of 8%. Uganda's proportion of paved National roads is currently 15%, which is low in comparison with some other sub-Saharan African countries (e.g. Kenya, 6,800km, 48%; Malawi, 4,000km, 26%; and Zambia, 6,800km, 25%). The quality of the network is being addressed through a major programme of road upgrading.

Road Safety

For some time road safety has been a cause for concern in Uganda. The fatality rate (per 10,000 vehicles) in Uganda has historically been one of the highest in sub-Saharan Africa, outstripped only by Malawi, Ethiopia, Tanzania, Rwanda, and Central African Republic. Last year the fatality rate from road accidents was 46 per 10,000 vehicles, the highest since 1997. The primary reasons for this poor state of affairs are institutional, regulatory and enforcement, and as result a draft Road Safety Policy is being prepared for consideration by Cabinet. Key initiatives that are expected to flow from this are the creation of a National Road Safety Authority, and a strengthening of the regulatory agencies.

Road Service Level

One of the measures of the level of service that the road network provides is in the form of travel times. Surveys to assess these are planned to take place on National and District Roads annually in the future, and will be reported in future Performance Statements. For Kampala, travel time surveys give a measure of the level of congestion being suffered in the capital, as a result of unprecedented traffic growth. For district roads, travel time is one measure of road condition..

Road Construction Costs

The efficiency of interventions in the road sector is being measured through out-turn costs of various types of road works. Analysis of recent projects suggests an average rate of $800,000 per km for upgrading in rolling terrain, on a par with current average costs for sub-Saharan Africa. Uganda relies on imports for many materials, the capacity of the national contracting industry is low, and there is a lack of robust competition between international contractors. The former issue is being addressed through the implementation of the Government's National Construction Policy.

Government, through the Uganda Road Fund, is not yet fully funding road maintenance needs in the country. Last year, the Road Fund was provided with funds to cover around 75% of all maintenance need, meaning that there is a real danger that the network could deteriorate, year on year. Total releases on road maintenance by all agencies were almost 100% of budget.

It is clear that the unconstrained budget 'need', in terms of works required to maintain the network, and/or the identification of maintenance strategies relating to levels of service that can be provided on the network, are required to be defined in order that the fiscal burden of maintenance can be quantified in monetary terms prior to budgetary allocations.

Axle load Control

Last year nearly 170,000 trucks were weighed at the 5 major static weighbridge locations. Of these vehicles, **54% were found to be overloaded** in some form. Overloading on this scale damages road pavements, and causes an additional financial burden due to the need to repair and rehabilitate damaged roads. The Government is adopting new strategies to deal with the problem, including de-criminalising the offence, and fining offenders in line with the damage that they do to roads. One option being considered is to deem fines for overloading to be a road user charge and depositing these in the Road Fund so that they can be directly used for repairs.

As a part of the overloading review it is also important that the 'normal' damage to the country's roads, caused by the passage of vehicles, also be reviewed and an assessment made of how this should be passed on to the user. The Government might therefore consider the undertaking of a full analysis of Road User Charges and how these can be adopted to cover not only the maintenance works funded by the URF but also other rehabilitation, upgrading and development work required for the road network.

Railway Freight

Freight carried on the railway has increased over the last 3 years to a total of **154 million tonne-km** last year. On the main railway corridor through Malaba, **rail transport accounts for around 9% of all freight**. To increase this, and take some of the load off the road network, the Government will work with Uganda Railways Corporation to increase efficiencies, and improve infrastructure. Improved control of overloading on the road network could also cause a shift towards the use of rail and Government will review options with URC for increasing capacity.

Locomotive utilisation on the railway has improved recently, and now stands at 131 km per day. Wagon transit time stands at 16.2 days, and total turn round time at 27.1 days, both of which have improved since 2009/10. Improvements in these measures will aid the capacity of the railway to capture a greater share of freight transport.

Air Traffic

Total aircraft movements in Uganda were 34,336 last year, a 3-year high. International passenger numbers have increased over the last five years, to a total of **1.13 million in 2010/11**. However, **domestic passengers suffered a drop to 10,927** from 29,092 in 2006/07 and an even higher peak in 2002/03. The reason for this drop is improved security in the Northern Region, and the general improvement of roads in the country. Due to the high cost of air transport, increased demand for passenger traffic in the medium term will mainly be a result of measures to increase tourism.

1.5.3 FUTURE INDICATORS

The transport sector is a key element in development and the growth of the economy. Each transport sub sector has a key role to play in this and the general public are not only major stakeholders, they are also the prime users. In the coming years it is therefore of importance that the views of users on provision and performance of the sector should also be elicited. As such a method of survey will be developed by the Ministry, in association with UBOS, in order that the general public and other major users can give their opinion as to how the various agencies have performed over the year.

In association with the above, Golden Indicator 4 will be developed in the coming to examine travel time, and surveys will be undertaken to determine the average speed of travel over selected links in the network.

In terms of the cross cutting issues of Environment and Gender, at this stage it has not been possible to establish indicators to measure this. However, in future performance reports the following indicators will be included.

- Gender : The issue of gender and employment is of concern to both Government and the Ministry. In the future women in the employ of the transport sector will be examined. Each subsector and agency will establish a base line of 2010/2011 as to the ranking and numbers of women in their employ. In addition data will also be collected on work undertaken, especially on district and community access roads, in terms of the composition of the work force to ensure equal opportunity for women.

- Environment: This is another issue of importance to both Government and the Ministry. In the future measures will be identified to ensure that for each major project negative impacts on the environment are minimised during design and construction and mitigation measures employed.

2 THE TRANSPORT SECTOR IN UGANDA

2.1 TRANSPORT POLICY

Transport will continue to play a significant role in the social and economic development of Uganda. The Government, therefore, recognises transport as one of its main priority areas for socio-economic development. The effectiveness of the role played by transport is, to a large extent, dictated by the soundness of transport policy and the strategies that are derived from it.

The overall strategy of the Government is shaped around the eight National Development Plan (NDP) goals of:

a) Increasing household incomes and promoting equity
b) Enhancing the availability and quality of gainful employment
c) Improving stock and quality of economic infrastructure
d) Increasing access to quality social services
e) Promoting science, technology, innovation and ICT to enhance competitiveness
f) Enhancing human capital development
g) Strengthening good governance, defence and security
h) Promoting sustainable population and the use of environmental and natural resources

The Government is committed to the maintenance of a broad-based stable macro-economic framework, reform of the tax system, prudent debt management, regulations and incentives to encourage investment in the poorer regions and the efficient utilisation of public expenditures on poverty eradication initiatives. To achieve its objectives the Government will focus on the promotion of private sector growth and strategies to increase export competitiveness.

In the implementation of this policy for transport, emphasis will be placed on the promotion of active private sector participation

The Government will not, as a rule, directly participate in the provision of transport services. Its role with respect to the supply of transport services is to provide policy guidelines and to clearly define by law and efficiently exercise its regulatory powers to ensure the establishment of a level playing field for the competitive provision of services. To achieve this, the Government will continue the process of institutional reform in the transport sector.

The Government will continue to play a dominant role in the provision and cost-effective development of a technically sound, economically and politically justified and financially sustainable infrastructure. In order to sustain this effort, priority will be given to the preservation of existing infrastructure assets, particularly road maintenance.

The Government will cooperate with its international partners, including the East African Community, and the Northern Corridor Transit Agreement to ensure the efficient and safe passage of transit traffic, along with control over axle loads to protect road infrastructure.

The principles of strategy development that emerge from the Government's policies and approach are:

a) continued withdrawal of the Ministry, where possible and by measured steps, from direct intervention in the management of the sector and the redefinition of the roles of transport sector institutions in terms of policy development, regulation and performance monitoring;

b) decentralisation and support to local administrations to enable them to assume more fully their responsibility for transport in the districts and municipalities;

c) employment of the private sector, where possible, in the financing, provision and management of transport infrastructure and services; according to performance criteria to be laid down by the Government;

d) involvement of users and stakeholders in the planning and management of the sector;

e) encouragement of national self-reliance particularly in the financing and implementation of the maintenance of infrastructure;

f) preservation of existing infrastructure before committing funds to new development;

g) establishment of policies and implementation of measures to ensure the safety of users of the transport networks;

h) development of policy and action plans to protect the environment;

i) development of an integrated transport system;

j) a renewed emphasis on rail transport to provide an alternative cheaper means of transport for bulk goods;

k) selective participation of the Government in the transport sector to promote efficient mass transport systems; and

l) regional cooperation to enhance trade.

2.2 INSTITUTIONS WITHIN THE TRANSPORT SECTOR

2.2.1 MINISTRY OF WORKS & TRANSPORT

The Ministry of Works and transport (MoWT) has the responsibility for the overriding management of all transport functions within the transport sector with its Vision, Mission and Mandate being stated as;

Vision: To have a reliable and safe infrastructure in works and transport that will deliver timely, quality, cost effective and sustainable services to the people of Uganda"

Mission: To promote an adequate, safe and well maintained works and transport infrastructure and services so as to effectively contribute to the socio-economic development of the country

Mandate: a) Plan, develop and maintain an economic, efficient and effective transport infrastructure

b) Plan, develop and maintain an economic, efficient and effective transport services by road, rail, water and air

c) Manage public works including Government buildings

d) Promote standards in the construction industry

The MoWT is the lead agency in the transport sector. The key functions of the Ministry are to:

a. Initiate, formulate and develop national policies, plans and programmes for safe and efficient public transport infrastructure and services;
b. Monitor and evaluate the implementation of national policies, plans and programmes for safe and efficient works, public transport infrastructure and services;
c. Initiate and review laws and regulations on works and transport infrastructure and services;
d. Set national standards for the construction industry, transport infrastructure and services;
e. Enforce compliance to national policies, laws, regulations, strategies and guidelines on works, transport ways infrastructure and services;
f. Inspect and license public transport service vehicles (PSV);
g. Monitor and evaluate the performance of statutory bodies of the Ministry;
h. Provide technical support for contract works, including construction and maintenance undertaken by other Government Ministries, Departments and Agencies;
i. Initiate and formulate plans and policies for the management of Public buildings;
j. Set and monitor national standards on Public Buildings; and
k. Carry out research and develop local materials for the construction industry.

2.2.2 UGANDA NATIONAL ROADS AUTHORITY

Uganda National Roads Authority (UNRA) was established by The UNRA Act, 2006 for the development and maintenance of the National Roads network which was formerly the responsibility of MoWT.

2.2.3 UGANDA RAILWAY CORPORATION (URC)

On November 1st 2006 URC freight services were passed to Rift Valley Railways (RVR) as a part of a joint concession agreement with Kenya Railways Corporation (KRC). Since the commencement of the concession, the role of URC has been three-fold:

- URC is charged with the holding in trust for government the Uganda Railways assets, with the Concessionaire being awarded the right to operate freight services for 25 years, for which a concession fee is payable;
- Monitoring the concession to ensure that it is in accordance with the terms and Conditions of the concession, and;
- Providing technical support to Government on all aspects of the railways operations.

The key obligations of URC are:

- Act as the recipient of the concession fee from RVR for the use of URC assets[1].
- Maintain, to a set standard, all assets in terms of infrastructure and equipment, ceded to the concessionaire.

URC must monitor, through regular inspections and observation, the current condition of all leased assets with the concession agreement providing for bi-annual inspections. However, URC can inspect any time if it deems an asset to be in unacceptable condition.

2.2.4 CIVIL AVIATION AUTHORITY (CAA)

The CAA was established by the CAA Act 1994. The objective of the Authority is to promote the safe, regular, secure and efficient use and development of Civil Aviation inside and outside Uganda. The mandate of the CAA is to coordinate and oversee Uganda's aviation industry, including licensing; regulation; air search and rescue; air traffic control; ownership of airports and aerodromes; Ugandan and international aviation law; representing Uganda in an international capacity to the aviation community; as well as, all other aviation matters.

2.2.5 UGANDA ROAD FUND (URF)

The Uganda Road Fund (URF) was created by the Uganda Road Fund Act of 2008 with the principal objective of financing both routine and periodic maintenance for public roads and, in so doing, to ensure that public roads are maintained at all times. It also advises on the preparation and, the efficient and effective implementation of the Annual Road Maintenance Programme. The Fund is purely for the financing of road maintenance and is not used to execute capital work.

2.2.6 OTHER SECTOR AGENCIES

In Table 2.1 a list identifying the other sub sector agencies that are related to transport are shown. This briefly identifies the agencies mandate and transport sector function.

Table 2.1 : Other Sub Sector Agencies

Agency	Mandate	Transport Function
Ministry of Local Government [MoLG]	Supervise and monitor performance, provide support, supervision, and carry out mentoring, capacity building, co-ordination and advocacy for all local governments.	Establish standards, government policy, laws and regulations and, guidelines for local governments to follow in the implementation of their programmes and monitor their compliance and implementation.
Kampala Capital City Authority [KCCA]	Replacing Kampala City Council its authority covers transport within the capital city	All roads and transport systems within the capital as well as transport planning

[1] RVR pays 11.1% of its gross revenue.

Agency	Mandate	Transport Function
Uganda Police Force [UPF]	Responsible for enforcing road traffic, vehicle and safety laws and regulations.	The Traffic and Road safety Division of the Police is responsible for the recording, production and analysis of all traffic accident data.
Transport Licensing Board (TLB)	A statutory body responsible for all matters concerning transport licensing	Issuing of licenses and vehicle inspections
National Road Safety Council [NRSC]	Responsible for planning road safety activities as well as to continuously research available knowledge and experience in all matters concerned with Road Safety	Researching all available knowledge and data on all matters concerned with Road Safety. Depends on data from UPF.
Uganda Revenue Authority [URA]	Responsible for license and other fees, fines, and any other vehicle levies which are scheduled under the Traffic and Road Safety Act 1998.	Collection of all fees and the maintenance of a Central Registry of Motor Vehicles.

2.3 OVERALL STATE OF THE SECTOR

2.3.1 STRATEGIC DIRECTION FOR THE SECTOR IN THE MEDIUM TERM

An efficient transport system promotes rapid economic and social transformation. In Uganda the National Transport system comprises the modes of road, rail, air and marine, with the road sub-sector accounting for over 95% of freight cargo. Only 3.5% of all freight carried is transported by rail. The sector has therefore realigned its objectives, strategies and interventions with the National Development Plan Objectives gearing towards the development of a reliable, efficient and effective transport infrastructure and services.

2.3.2 SECTOR REFORMS

In the last decade the Sector has witnessed significant policy reforms that have culminated in the separation of roles and responsibilities, especially with respect to policy formulation, road development and maintenance, regulation and financing. The reforms have established UNRA, which is responsible for development and maintenance of National Roads; Uganda Road Fund (URF), responsible for National Roads and the DUCAR network maintenance funding; Awarding the concession for the operations and maintenance of a functional rail system to Rift Valley Railways (RVR), for 25 years from 2006 to 2032; while establishment of MATA, Road Safety Authority and a DUCAR Agency, are all being considered.

2.3.3 SECTOR CHALLENGES

The Sector is faced with a number of challenges including:

a. Inadequate supply and high cost of construction materials which increase the unit cost of construction.
b. Large capital requirements required for investment in rail, marine and air transport
c. A weak legal and regulatory framework with limited standards and codes.
d. Weak private sector with low levels of technical and financial capacities
e. Inadequate physical planning resulting in high compensation costs, complex designs, delayed implementation of projects and high investment costs.
f. Lengthy and expensive procurement systems.

2.3.4 SPECIFIC SECTOR STRATEGIES

Specific sector strategies are set in the National Development Plan, and are as follows:

a. Upgrade specific national roads from gravel to class I & II bitumen standards.
b. Improve the condition of national roads network from the current 60% in fair to good condition to 85%.
c. Develop and maintain selected strategic roads for tourism, minerals, oil & gas and industry.
d. Upgrade/rehabilitate and maintain district, urban and community access roads.
e. Improve the policy, legal and regulatory framework for construction industry.
f. Build the capacity of the national construction industry.
g. Improve transport infrastructure, connectivity, safety, and modernise the public transport system.
h. Modernise the public transport system.
i. Rehabilitate the existing rail network and increase the haulage capacity and, commence the construction of the standard gauge rail link.
j. Increase international, regional and domestic air routes
k. Increase the marine navigable routes and improve marine transport infrastructure.
l. Strengthen the policy, legal and regulatory framework.

2.4 BUDGET & FINANCING

2.4.1 GOVERNMENT BUDGET

Both the Government of Uganda and the Works and Transport budgets for the last five years are shown in Table 2.2

Table 2.2 Government of Uganda & Works & Transport Budgets

Item	2006/2007	2007/2008	2008/2009	2009/2010	2010/2011
Works and Transport Budget (UGX Bn)	465	564	1084	1134	1038
Total GoU Budget (UGX Bn)	4106	3964	5193	6282	6407
Works and Transport as % of Total	11.3%	14.2%	20.9%	18.1%	16.2%

Government expenditure on transport was planned to grow by 56% in the period 2006/07 to 2010/11. This translates to an increase in US $ terms of around 20% over the same period. In 2008/09, works and transport expenditure was 20.9% of the Government budget. This subsequently declined to 16.2% in 2010/11.

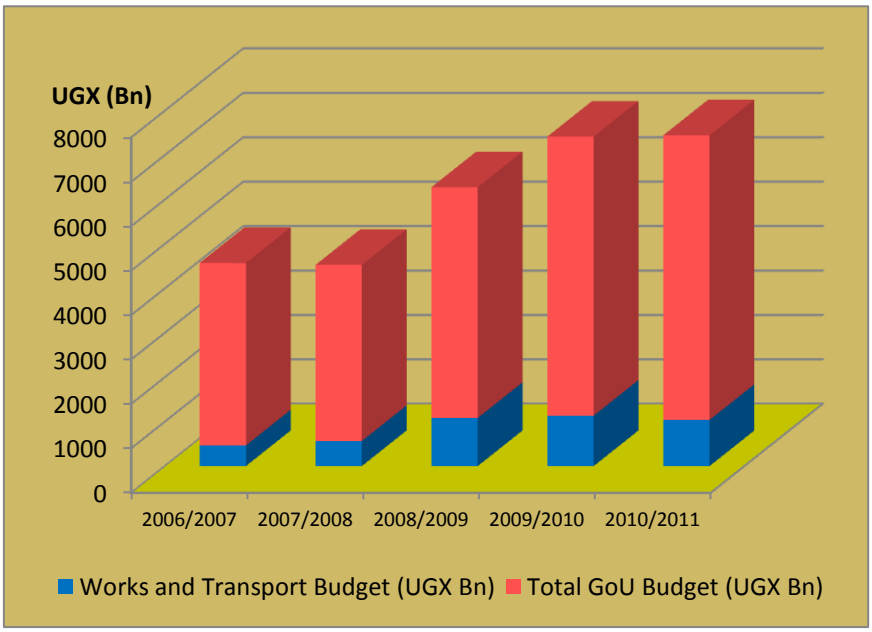


Figure 2-1 Comparison of expenditure on Transport and Government Budget

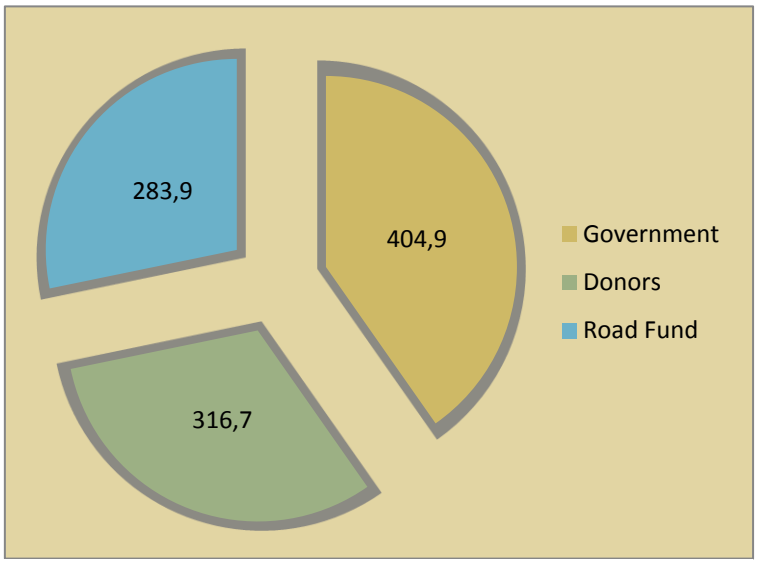
The contribution of the transport sector[2] to GDP, for the period 2005-2009, has averaged around 3.2% and has not shown any significant increase or decrease.

2 This excludes telecommunications.

2.4.2 ALLOCATIONS WITHIN THE TRANSPORT SECTOR

The total Government budget allocation to the transport sector, under Votes 113, 116, and 118, in 2010/11 was UGX 1,005 bn, or around $US 360 million (at mid 2010/11 exchange rates). The allocation of budget to the various sub-sectors is as shown. Over 91% of the allocation was devoted to roads, with 13.8% to DUCAR roads, and 77.8% to National Roads.

Figure 2-2 Breakdown of Budget Allocations, 200/11



The source of funds, are as shown in the figure. The Government contribution was intended to be 40%, with donors and the Road Fund contributing 17% and 37% respectively.

Figure 2-3 Sources of Funds, UGX Bn, 2010/11

Releases for 2010/11 did not match the budget, as shown. The Government release was around UGX 50 Billion less than budget, whilst the donor contribution was almost UGX 200 Billion less than budget. The latter shortfall was due to projects not being adequately prepared or ready due to procurement delays, which was also compounded by donor procedures in fund release.

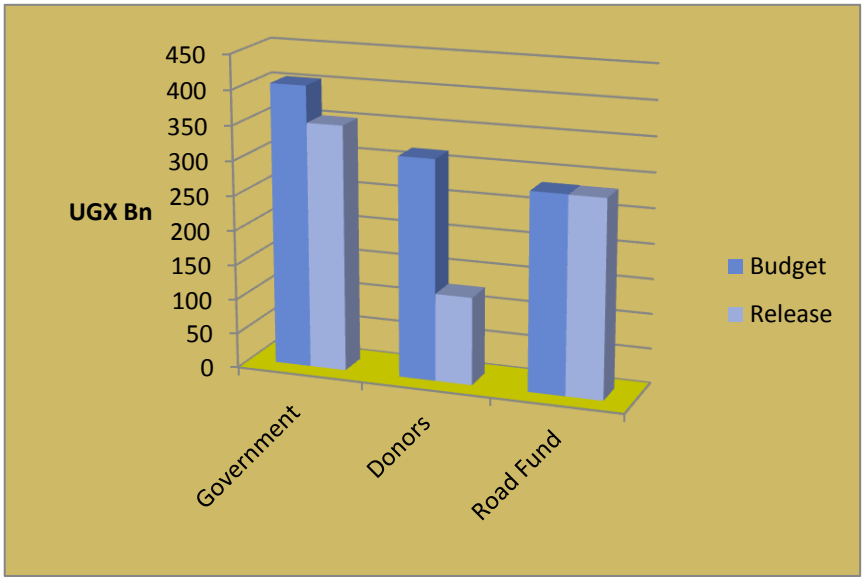


Figure 2-4 Comparison of Budget and Releases, 2010/11

The impact of the shortfall was felt most heavily by UNRA, where releases for National Roads were some UGX 200 Billion less than budget as shown.

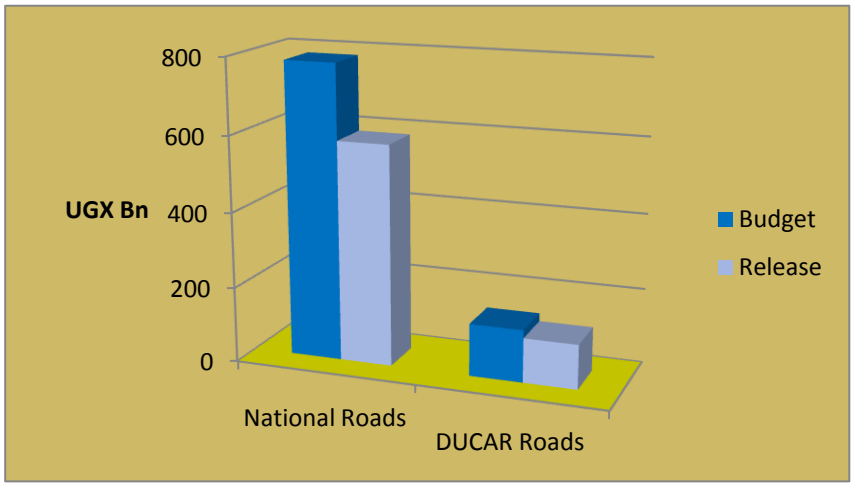


Figure 2-5 Comparison of Budget and Release for the Roads Sub Sector, 2010/11

2.5 STATUS OF THE JOINT TRANSPORT SECTOR MATRIX

The Joint Transport Sector Review of 2010 agreed a series of actions to be undertaken during the FY 2010/11. These, and the status of implementation, are set out in the Annexure 3.

3 THE ROAD SUB SECTOR

3.1 UGANDA NATIONAL ROADS AUTHORITY

3.1.1 MANDATE AND VISION

The Uganda National Roads Authority (UNRA) became fully operational on 1st July 2008. UNRA's Mandate is to develop and maintain the national roads network, managing ferries linking the national roads network and axle load control.

UNRA's Vision is to operate a safe, efficient and well developed national roads network. Its Mission is to develop and maintain a national roads network that is responsive to the economic development needs of Uganda, to the safety of all road users and to the environmental sustainability of the national roads corridors.

3.1.2 NATIONAL ROAD NETWORK ASSETS

The national roads network is just over 20,000 km. The paved network is 3,264 km (16%) and unpaved network is 17,120 km (84%). There are over 250 bridge structures and hundreds of other drainage structures and culverts.

UNRA operates six ferries which link the national roads network at strategic locations. Two additional ferries are due for commissioning once the landings are completed.

3.1.3 ACHIEVEMENTS IN FY 2010/2011

3.1.3.1 GOLDEN INDICATOR 1: CONDITION OF THE ROADS NETWORK

Road condition refers to the structure, roughness and unevenness of the road. The condition of the roads is a Key Performance Indicators for the roads system. The golden indicator for the condition of the roads network is: "% of the network in fair to good condition"

The measurement of the road condition is by the International Roughness Index (IRI). Roughness is a good indicator of the condition of the road because it affects the riding quality, speed and cost of vehicle maintenance. For the paved roads, the condition is Good when IRI <3.0 and Fair when IRI is >3.5 but <5.0 and Poor when IRI is >5.0. While for the unpaved roads; the condition is Good when IRI <6.0, Fair >6.0 but <8.0 and Poor when IRI is >8.0.

By June 2011, the overall condition of the national roads network in good to fair condition was 65.4% (or 13,334 km out of the 20,384km). The condition of the paved road network was 74% and unpaved network was 64%. There was deterioration in the condition of the paved network in fair to good condition from 77% in the FY 2009/10 to 74% in the FY 2010/11. This was largely because some of the planned periodic maintenance works were not done due to shortage of funds.

However, the condition of the unpaved roads improved from 53% in the FY 2009/10 to 64% in the FY 2010. This however, falls short of the target of 65%. The improvement in the condition of

unpaved roads was attributed to works on the additional network. Table 3.1 shows the condition of the road network based on the International Roughness Index.

Table 3.1: Condition of the National Roads Network (June 2011)

Year	Paved Roads Condition (km)				Paved Roads Condition (%)		
	Good	Fair	Poor	Total	Good	Fair	Poor
	IRI<3.5	3.5<IRI<5.0	IRI>5.0		IRI<3.5	3.5<IRI<5.0	IRI>5
2009/10	1,230	1,180	709	3119	39	38	23
2010/11	1,742	680	843	3264	53	21	26
Year	Unpaved Roads Condition (km)				Unpaved Roads Condition (%)		
	Good	Fair	Poor	Total	Good	Fair	Poor
	IRI<6,0	6,0<IRI<8,0	IRI>8,0		IRI<6,0	6,0<IRI<8,0	IRI>8,0
2009/10	1,535km	2,340km	3,436km	7,311km	21%	32%	47%
2010/11	3,719km	7,215km	6186km	17,120km	22%	42%	36%

3.1.3.2 GOLDEN INDICATOR 2 : PAVED ROADS STOCK

The stock of national paved roads was 3200km by the end of the FY 2009/10. In the FY 2010/11, there was an increase of 64.1km bringing the cumulative stock of paved roads to 3,264.1km. The sections tarmacked in the FY 2010/11 were Kabale – Kisoro (38km) and Matugga – Semuto – Kapeeka (26.1km).

Table 3.2: Stock of national paved roads

Financial Year	Paved roads	
	Annual increase (km)	Stock (km)
2007/08	N/A	2875.6
2008/09	159	3034.6
2009/10	165.4	3200
2010/11	64.1	3264

The proportion of paved roads remains very small. Out of the total national roads network of about 20,000km, only 16% (3,264) is paved. The National Development Plan envisages an increase of paved roads by 1,100 km over the 5 years ending FY 2015/16. However, the trend in performance over the past 3 years shows that the achievement of NDP goals requires a substantial increase in investment over the next 4 years. The trend in performance is shown in Table 3.2.

3.1.3.3 GOLDEN INDICATOR 5 : ROAD CONSTRUCTION/ MAINTENANCE COST

Road construction and maintenance cost refers to the amount of money paid per kilometre constructed or maintained. Road construction comprise of upgrading gravel road to bitumen standard (tarmac), rehabilitation and reconstruction. Road maintenance consists of routine and periodic maintenance.

Over the past 3 years, road construction/maintenance costs have been generally increasing. For example upgrading roads from gravel to bitumen standard (in rolling terrain) increased from UGX 1.235 billion in the FY 2008/09 to UGX 2 billion in the FY 2010/11. This is 62% increase in the cost of road construction.

3.1.3.4 ROAD MAINTENANCE EXPENDITURE/BUDGET

For the FY 2010/11, the percentage of national roads maintenance requirement funded was about 63%. The national roads maintenance requirement was UGX 270 billion and UGX 178 billion was provided. This under funding of national roads maintenance is leading to accumulation of the maintenance backlog.

Reviewing the data on road maintenance over the past three years it is to be noted that the expenditure on national road maintenance increased from UGX 158 Bn in 2007/08 to UGX 178 bn in 2010/11. However, if the doubling of the national road network is taken into account, then the increase has been eroded.

3.1.3.5 GOLDEN INDICATOR NO.8 COMPLIANCE WITH AXLE LOAD REGULATIONS

This indicator is intended measure axle load. The indicators are

- % of vehicles with overloaded axles
- Number of vehicles weighed
- Number of overloaded vehicles

% of vehicles with overloaded axles

The target for the FY 2010/11 was to reduce the percentage of overloaded vehicles to 40%. The achievement was 54%. The target was not achieved because the current law is not deterrent. Transport can afford to pay the fines and still make a profit from overloading. The other problem is that lack of harmonized axle control legislation within EAC. Vehicles within axle load limits in Kenya when they reach Uganda they become overloaded.

Number of vehicles weighed

The total number of vehicles weighed was 169,477 out of a targeted 200,000 vehicles. The target was not achieved because of a number of strikes by transporters which led to temporary suspension. In addition, some of the transporters bypass the weighbridges.

Number of overloaded vehicles

The total number of vehicles overloaded was 91,518 out of the targeted 67,791.

3.1.4 PERFORMANCE OF NATIONAL ROADS PROJECTS AND PROGRAMMES

Tables 3.3 to 3.5 show the status of planned and on-going national road and bridge projects.

Table 3.3 : Projects for Upgrading Gravel Roads to Bitumen Standard

Scheme	Length (km)	Funding	2010/11		Total km* (June 2011)	Status
			Planned km*	Actual km*		
Kampala - Gayaza – Zirobwe	44	World Bank	15	15	44	Substantially complete July 2011
Kabale - Kisoro – Bunagana	101	ADB	30.3	31	94.6	Completion March 2012
Dokolo – Lira	60.4	World Bank	5.4	5.4	60	Completed October 2010
Fort Portal - Bundibugyo	104	ADB	26	39	49	Completion March 2013
Mattuga - Semuto – Kapeeka	41	NDF	14	14	41	Completed February 2011
Fort Portal-Kamwenge	66	World Bank	0	0	0	Start April 2012
Nyakahita – Kazo-Kamwenge	143	ADB	31	2	2	Completion March 2014
Mbarara – Kikagati	75	GoU	15	0	0	Commenced July 2011

*Equivalent length based on work completed

Table 3.4 : Projects for Rehabilitation/Reconstruction of Roads

Scheme	Length (km)	Funding	2010/11		Total km* (June 2011)	Status
			Planned km*	Actual km*		
Mbarara - Ntungamo - Katuna	124	EU	12.4	0	0	Completion June 2014
Masaka - Mbarara	154	EU	47.7	62.8	114	Completion December 2011
Kampala (Busega) - Masaka	117	GoU	20.5	31	49	Phase 1 completion December 2011, Phase 2 completion November 2013
Kampala (Busega) - Mityana	57	GoU	17.1	25.7	46.8	Completion December 2011
Bugiri - Malaba/Busia	82	GoU	24	0	0	Completion March 2013
Tororo - Mbale - Soroti	151	GoU	5.6	3	3	Originally May 2012, may be delayed
Kawempe-Kafu (Phase II – overlay)	166	GoU	50	25	25	Completion June 2013

*Equivalent length based on work completed

Full details of the projects listed in Tables 3.3 and 3.4 are available in a separate Annex to this report.

Table 3. 5 : Development Projects under design or procurement

Scheme	Type of Work	Length (km)	Status
Gulu - Atiak – Nimule	Upgrading	108	Design Complete
Vurra - Arua - Koboko – Oraba	Upgrading	92	Start November 2011
Hoima-Kaiso-Tonya	Upgrading	85	Design Complete
Ntungamo-Mirama Hills	Upgrading	37	Design Complete
Mpigi-Kanoni	Upgrading	64	Design Complete
Mukono-Kyetume-Katosi/Kisoga-Nyenga	Upgrading	72	Design Complete
Moroto-Nakapiripirit	Upgrading	90	Design Complete
Kapchrowa-Suam	Upgrading	77	Design Complete
Rukungiri-Kanungu/Kihihi-Ishasha	Upgrading	74	Design Complete
Kanoni-Sembabule	Upgrading	65	Design Complete
Ishaka-Kamamba	Upgrading	35	Design Complete
Kampala-Entebbe	New Construction	54	Under design
Mukono-Jinja	Capacity increase	52	Start November 2011
Kibuye-Busega-Mpigi	Capacity increase	30	Under design
Kampala Northern By-pass	Capacity increase	18.5	Under design
Kampala-Jinja	Capacity increase	80	Under design
Kyenjojo-Hoima-Masindi-Kigumba	Upgrading	238	Under design
Muyembe - Moroto - Kotido	Upgrading	200	Under design
Musita-Lumino-Busia/Manjanji	Upgrading	140	Under design
Rwenkunye-Apac-Lira-Kitgum-Musingo	Upgrading	350	Under design
Soroti-Katakwi-Moroto-Lokitanyala	Upgrading	290	Under design
Kamuli-Bukungu	Upgrading	64	Under design
Olwiyo-Gulu-Kitgum	Upgrading	167	Under design
Masaka-Bukakata	Upgrading	36	Under design
Villa Maria-Sembabule	Upgrading	48	Under design
Rukungiri-Kihigi-Kanungu-Ishasha	Upgrading	74	Under design
Tirinyi-Pallisa-Kumi/Palllisa-Mbale	Upgrading	111	Under design
Mbale – Bubulo – Lwakhakha	Upgrading	41	Under design
Namagumba – Budadiri – Nalugugu	Upgrading	30	Under design
Kaabong-Sudan Border	Gravel Road	40	Under design

3.1.5 NATIONAL ROAD MAINTENANCE

3.1.5.1 SUMMARY OF ACHIEVEMENTS

Tables 3.6 and 3.7 provide a summary of performance for road maintenance.

Table 3. 6 : Summary of the National Road maintenance Achievement in FY 2010/11

Category	Intervention	Annual target	Achieved
Routine Maintenance	Paved Roads (Km) - Mechanized Maintenance	2,000	1,810
	Un paved Roads (Km) - Mechanized Maintenance	10,500	10,669
	Bridges (Number)	225	49
Periodic Maintenance	Paved Roads (Km) - Reseal	127	127.
	Un paved Roads (Km) – Re-gravelling	1,612	1,504
Road Safety works	Marking of Roads (Km)	200	37

Table 3.7 : Periodic maintenance / Rehabilitation interventions

Scheme	Length (km)	Comments
Masaka-Kyotera/Nyendo-Mitala Maria	47.8	Completed April 2011
Mbarara-Ishaka/Ishanyu-Bwizibera	82.7	Completed September 2011
Kawempe-Kampala-Mukono	23.2	Completed June 2011
Karuma-Kamdini-Lira-Ngatta	96.7	Completed September 2011
Wabigalo-Nakasongola-Isasira and Nakasongola- Air Base Road	21	Complete October 2011
Jinja-Kamuli	58	Completion February 2013
Silver Springs-Kireka-Namugongo	15	Completed October 2011

3.1.6 PERFORMANCE OF THE ADDITIONAL 10,000KM

3.1.6.1 ROUTINE MAINTENANCE

The scope of works has been limited to grading and drainage works and spot gravelling of steep and slippery sections.

- The entire additional network received routine manual maintenance in FY2010/11.

- 22 Routine Mechanized Maintenance contracts on 1,099.4 km of roads commenced in March 2011 and are ongoing.
- 147 contracts for the emergency repairs on 7,156 km of additional network procured and works commenced in March 2011 and works are progressing. Most of the contracts were expected to be completed in October 2011.

3.1.6.2 PERIODIC MAINTENANCE

A total of 112km were regravelled:

- Najjanankumbi – Busabala road (11 km) – completed;
- Natete - Nakawuka - Kasanje; Nakawuka - Kisubi & Kabojja – Kyengera (41.3 km) – completed;
- Emergency repairs on Chepsikunya – Girik (26 km) – ongoing;
- Rehabilitation of Kamwenge - Dura – Rwimi Road (65 km) – ongoing, and expected to be completed by October 2011.

3.1.6.3 BRIDGES

Table 3.8 : Status of Bridge Projects

Bridge Name	**Status**
Aswa (Gulu-Kitgum)	Completed July 2011
Awoja (Soroti)	Completion June 2012 September 2011
Nsongi (Karabole)	Completed January 2011
Nalubala (Jinja)	Completion April 2012
Second Nile Bridge (Jinja)	Design completion December 2011
Bulyamusenyu (Nakaseke-Masindi)	Completion March 2012
Muzizi (Kyenjojo-Hoima)	Ongoing
Kaichumu (Kirahura)	Completion December 2011
Nyungu (Kirahura)	Completion December 2011
Rwempunu, Kayiizi, and Nyamweru (Katunguru – Ishasha)	Completion June 2012
Kazinga Channel, Pakwach, Karuma, Kafu, Ngaromwenda, Mpanga, Rokooki and Nkusi	Completion December 2011

3.1.7 FERRY SERVICES

UNRA operated six ferries on Lake Victoria and Albert and across River Nile which link the national roads network. The locations of the ferry crossings are as shown in Table 3.9 below.

Table 3.9 : Status of Ferry Crossings Linking National Roads

Sn	Name of Ferry	Location
Operational		
1	Laropi / Umi	Moyo, Albert Nile
2	Masindi Port/Kungu	Masindi, R.Nile
3	Wanseko/Panyimur	Lake Albert
4	Buvuma/Kiyindi	Lake Victoria,
5	Nakiwogo/Buwaya	Lake Victoria, Linking Entebbe to Mpigi
6	Bukakata/Luuku	Lake Victoria, Linking Masaka to Kalangala
7	Obongi / Sinyanya	Adjumani, Albert Nile (Completion October 2011)
Under Construction		
8	Mbulamuti/ Kayunga	White Nile , Linking Kamuli to Kayunga (Consultations on alternative route)
9	Namasale	Lake Kyoga, between Zengebe and Namasale (Competion November 2011)
10	Bukakata	Bukakata to Kalangala Islands (Planned to open June 2012)

3.1.8 AXLE LOAD CONTROL

UNRA operates seven weighbridge stations; Busia, Busitema, Lukaya, Mbarara, Mubende, Mbale and Luwero. The 8th station, Magamaga (along Jinja – Iganga road) is still under construction. Out of the 8 weighbridges, 4 are fixed; Luwero, Magamaga, Mbarara and Busia. Figure 3.1 (page 32) shows the weighbridge locations.

During the FY 2010/11, the achievements under axle load control were as follows:

a. 4 mobile (Lukaya, Mubende, Busitema (Namutere) and Mbale) and 2 fixed (Mbarara (Makenke) and Busia) weighbridges were operated.

b. Weighbridge platforms/pads constructed at Mubende, Lukaya, Busitema and Mbale stations.

c. 4 No weigh-in- motion weighbridges, 2 Vans and 10 generators procured.

d. Two weigh-in-motion weighbridges procured and one of them to be fixed at Busitema weighbridge station to replace the old portable weighbridge.

e. Construction works on the Luwero weighbridge were substantially completed on 31st August 2010 and commenced operations.

f. The physical progress of works at Magamaga weighbridge was 90%.

g. Procurement of weighbridges for the four border posts ongoing commenced.

h. A total of 169,477 vehicles were weighed. Out of these, 54% were found overloaded above the legal limits. Those found overloaded were fined a total of UGX 473.150 million.

In order to improve the efficiency, liability and transparency of the operations at the existing weighbridge stations, UNRA is in the process of acquiring six new fixed weigh-in-motion weighbridges, 2 Vans, 10 generators and IT equipment and systems. The new weighbridge equipment will be used to replace all the mobile weighbridges currently in use and increase

coverage of weighbridge stations on vital links like Fort Portal–Hima, Karuma-Pakwach and Soroti-Dokolo roads.

The IT facilities will be installed at six weighbridge locations and will comprise the following items: CCTV cameras; to record weighbridge operations, display monitors; for truck drivers to note the axle weights, automatic vehicle registration number recognition system, computers, a router for internet connectivity over the WAN and a switch for LAN. In addition there will be a server at UNRA Headquarters for storing the integrated data base for the six weighbridge stations.

3.1.9 FINANCIAL PERFORMANCE

Table 3.10 below summarises the Financial Performance for UNRA for the past three FYs

Table 3.10 : UNRA Performance since 2008/09 to FY 2010/11 (UGX Billion)

Item		2008/09	2009/10	2010/11		
		Outturn	Outturn	Approved Budget	Spent	% of Approved Budget Spent
Recurrent	Wage	13.367	18.808	23.5	17.397	74
	Non Wage	111.652	70.446	3.826	9.122	238
	Road Fund	0	66.54	177.993	177.993	100
Development	GOU	335.23	396.521	260.326	255.999	98
	Dev. Partner	245.451	191.8	316.726	236.243	75
GOU Total		460.249	552.315	471.652	460.551	98
Donor + GOU Total		705.7	744.115	788.378	696.754	88

The overall Financial Performance for the FY 2010/11 was 88%. The performance of the GOU budget was 98% and for the Development Partners was 75%. The low performance on utilising the Development Partners' budget was because some of the planned projects like Mbarara – Katuna, Gulu – Atiak and Vurra – Arua – Oraba did not commence.

Figure 3.1 : Location of Weighbridges

Key:

- Existing Weighbridge Locations
- Proposed One-Stop border post Weighbridge Stations

3.1.10 CHALLENGES

a. Inadequate funding: National roads maintenance and development are currently under funded. The doubling of the national roads network was not matched with proportionate increase in the funding for road maintenance. There are 11 ready development projects which cannot commence because of lack of funds. The effect of under funding is deterioration of the condition of roads due to accumulation of maintenance backlog.

b. Failure to Operationalise the Road Fund: The problem of under funding road maintenance is exacerbated by the failure to operationalize fully the Road Fund. The Road Fund was intended to generate adequate and predictable funds for road maintenance through the fuel levy and other road user charges.

c. Understaffing: As noted earlier, the doubling of the roadwork was not accompanied by a proportionate increase in UNRA staff. This has affected UNRA's capacity to effectively supervise the works. Efforts to recruit additional staff have been constrained by a limit on the UNRA wage bill.

d. Weak capacity of contractors: The capacity of the national construction is still weak. Most contractors lack skilled personnel, equipment and financial resources. As a result there are limited number of contractors and consultants with capacity to implement big projects.

3.1.11 PLANS FOR THE MEDIUM TERM FUTURE

a) Commence construction of the roads in Table 3.9.

b) Using non traditional finance sources construct dual carriageway for the following roads:

- Kampala - Jinja (80km);
- Kibuye - Mpigi (30km) and

c) Bridges Program

- Construct the second Nile Bridge at Jinja

Cable-stayed design for Second Nile Bridge at Jinja

d) Road Maintenance

- Upgrade the additional 10,000km of formerly district roads to national roads standards.
- Reduce the road maintenance backlog by resealing at least 400km of paved roads and re-gravelling 4000km unpaved roads per year.

3.2 DISTRICT, URBAN & COMMUNITY ACCESS ROADS (DUCAR)

3.2.1 MANDATE

The Ministry of Works and Transport has the following roles and responsibilities with respect to the DUCAR network:

a) Macro planning, co-ordination, monitoring, guidance and setting standards for road rehabilitation and maintenance;
b) Liaison with Donors on donor-funded programmes in the sub-sector;
c) Assisting District local governments in the procurement and maintenance of plant and road equipment; and
d) Organising training programmes for district and urban council's technical, administrative and finance personnel, and policy makers with respect to road maintenance planning, programming and implementation.
e) District and Urban Councils are responsible for District and Urban Roads respectively. Community Access Roads are the responsibility of local (LCIII) councils.

3.2.2 POLICY AND OPERATING PRINCIPLES

The Ministry of Works and Transport's mission is to put in place a safe and efficient DUCAR network to meet increasing traffic volumes and loads, and environment, safety and social challenges. The policies and operating principles adopted by Government for DUCAR roads are:

a) Continued improved of the managerial and operational efficiency of road administrations;
b) Encouragement and promotion of active private sector participation;
c) Involvement of stakeholders at appropriate levels in the formulation and management of road projects and policies;
d) Encouragement of the use of labour based construction and maintenance techniques;
e) Enhancement of road safety measures; and
f) Institution of strong oversight and efficient monitoring to ensure sustained value for money;

3.2.3 ASSETS

The DUCAR network comprises 22,500 km District roads, 4,500 km Urban Roads, and around 35,000km of Community Access Roads. In some local government areas the extent of the DUCAR network is not fully known. As a result, the Ministry of Works and Transport is carrying out inventory surveys to determine the full extent of the network. It is possible that the scale of the network may be greater than that stated above. In particular, more District roads have been designated recently as a result of the creation of new District Councils. The Government intends to rationalise ad-hoc road designations as part of new Roads Act.

3.2.4 2010/11 PERFORMANCE

In 2010/11 the DUCAR network had original budget of UGX 41.106 Bn for road rehabilitation and other non-maintenance activities. However, the release was limited to UGX 20.27 Bn. The physical performance is set out in Table 3.11

Table 3.11 : DUCAR Physical Performance

Area	Type of Work	Performance
Karamoja	Road Rehabilitation	46.2 kms
Tourism roads	Road Rehabilitation	25.0 kms
Urban Roads	Road sealing	5.5 kms
Kampala	Road resealing	8.5 kms
Various	Bridge construction	6 on-going
Mpongo (Kibale) & Kabundaire (Kabarole)	Bridge construction	2 completed
Various	Bridge design reviews	17

In addition, 41 district staff, and 795 sub-county staff were trained in labour-based technologies and community access infrastructure improvement. The DUCAR network received UGX 97.525 Billion for road maintenance. The performance resulting from this expenditure is set out in Table 3.12

Table 3.12 : Maintenance Interventions on DUCAR Network, 2010/11

Class of Road	Routine Maintenance (km)	Periodic Maintenance (km)	Removal of Bottlenecks (km)	Total
District	19,084	3,881	-	22,965
Urban	676	241	-	917
CAR	-	-	30,000	30,000
Total	**19,760**	**4,322**		

Planned interventions on the DUCAR network are set out in the National Development Plan. Achievements against the planned targets are set out in Table 3.13.

Table 3.13 : Maintenance Achievements on DUCAR Network

Intervention	Target (km)	% Achievement
District Road routine maintenance	21,513	89
District Road periodic maintenance	4,500	86
Urban Road routine maintenance	3,140	22
Urban Road periodic maintenance	300	80

The conditions of the components of the DUCAR network are the ultimate measures of success of the interventions. However, whilst maintenance has been implemented broadly in line with NDP targets, the rehabilitation of the network has lagged behind targets, largely due to under-funding. The Ministry had prepared an investment programme for DUCAR roads in

Table 3.14 : Percentage of roads in Good/Fair condition

Class	% of km in good/fair condition
District	55
Urban paved	50
Urban unpaved	55

2008, at which time the percentage of District roads in good/fair condition was 65%. Since the programme has not been fully-funded, road conditions have deteriorated. Table3.14 shows the condition of the various road categories

3.2.5 FUTURE PROGRAMMES

3.2.5.1 IMPROVED MAINTENANCE OPERATIONS

For the past 15 years road maintenance has been carried out by small scale labour based contractors. However, this system has been recently reviewed and the Government has determined that an alternative means of delivering maintenance is required to enhance efficiency and quality of works. As a result Government has decided to re-introduce direct labour operation for maintenance. This will comprise two components:

- Routine mechanised maintenance will be carried under district council force account using equipment (motor grader, tipper, and pedestrian roller) provided to each district by Government.
- For periodic maintenance the Government will establish 2 zones and equip these with sufficient plant and equipment for re-gravelling and re-sealing District and Urban Roads. Private contractors will be engaged to carry out periodic maintenance at fixed rates using the equipment, and local governments will pay for the works using their allocations from the Road Fund.

3.2.5.2 DISTRICT AND URBAN ROADS

In the light of the poor condition of 45% of the District Road network, the Ministry of Works and Transport is proposing a major programme of road rehabilitation for these roads, so that the network can fully play its part in connecting rural communities to markets, health and education and education facilities, and government services. In line with the National Development Plan objectives the programme intends to rehabilitate at least 11,067 km of District Roads, over a 5-year period. The programme will include a prioritisation phase, and will include capacity building within local governments to ensure that proper maintenance regimes are put in place following rehabilitation. The cost of the programme is estimated to be US$200 million over 5 years.

In line with NDP objectives, the Ministry also intends to bring forward a programme for the rehabilitation of some 2,500km of urban roads outside Kampala.

3.2.5.3 COMMUNITY ACCESS ROADS

In the 1960's the community access roads were a responsibility of the community. However, due to the pressing economic constraints of the rural people, communities do not possess the resources to voluntarily maintain these roads. As a result, most of the community roads in Uganda are impassable and have not been engineered.

Locally, high transport related transactions costs lead to market failure, characterised by low farm gate price, high and ever rising farm inputs and high food prices in urban areas. Hence policies for commercialising and mechanising agriculture have to be coupled with programmes to ensure that community roads are improved to a passable state.

In Uganda, there is evidence that in areas where government has invested in rural roads, incomes from sale of agricultural products have dramatically increased leading to improved rural livelihoods. However, these interventions have been carried out by other agencies and are limited in nature.

The Ministry estimated that some 19,600 km of Community Access Roads are need of rehabilitation, at an estimated cost of $US 317 million. The Ministry intends to bring forward a programme to address this over a 7-year implementation period.

3.2.6 KEY ISSUES AND NEW INITIATIVES

a) MoWT has been unable to get timely and accurate data from District Councils on the condition, traffic and inventory of the DUCAR network. The Ministry is now taking the initiative to undertake surveys to collect these data.
b) Capacity constraints (human, equipment for works, office equipment and computers) at LGA level (exists in about 30-40 % of districts and 60% of urban local governments). As a result the Ministry is developing capacity building programmes into its major works projects.
c) Capacity constraints at MoWT have led to the need for an agency at 'arms length' from the Ministry to ensure efficiency of support to LGAs. Detailed modalities for this proposed agency are being developed, and it is intended that a proposal can be put to Cabinet later this year.
d) There is a need for general formula for allocation of maintenance funds, including to LGA, based on need (condition, traffic, length, etc.). The Road Fund is currently undertaking a study to develop more rational allocation formulae.
e) MoWT is responsible for rehabilitation of DUCAR roads either by direct involvement in works or implementation through local governments, and now the Ministry intends to fulfil that role. So far rehabilitation is undertaken by mainly donor funded programmes with co-financing from Government (managed by MoWT or other ministries).
f) The Ministry will also take steps to coordinate planning and rehabilitation of the above programmes including regularly updating the country wide need.
g) Coordination arrangements involving the Ministry, UNRA, LGAs and the URF are not fully developed due to the fact that some of the agencies are relatively new. The Ministry will take the lead in improving coordination.
h) The act allocates a seat in the URF board for a representative from MoWT. The Ministry has had no representation for a year, and will ensure an appropriate officer is nominated this year.
i) Recent URF allocations for the maintenance of community roads are widely viewed as inadequate. Maintenance (and rehabilitation) of those roads is almost purely done through donor financed programmes, and the Ministry is committed to developing a programme of rehabilitation to ensure that community roads play their full part in the transport system, and that they support modern agricultural methods.
j) The URA Act is interpreted as preventing the introduction of a 2nd generation Road Fund including funding by use of road user charges and direct disbursement to URF. The Ministry, in consultation with the road Fund, will take up options to overcome this for consideration by Cabinet.
k) The URF Act requires the setting up and operation of district road committees (DRC). They have responsibility of approving annual road programmes and overlooking

implementation. Effective DRCs should contribute to quality and efficiency of works. However, DRCs are only in operation in few districts, and the Road Fund will take steps to encourage more widespread establishment of DRC's

l) There is a wide variation of unit maintenance costs. The Road Fund has commissioned a study to analyse costs, and prepare unit rates for planning and budgeting purposes.

3.3 ROAD TRAFFIC REGULATION

Road transport is estimated to carry 95% of goods traffic in the country, and over 99% of passengers. All commercial passenger and goods are transported by the private sector.

3.3.1 MANDATE

The Ministry's Department of Transport Regulation develops policies, laws and regulations. For road transport, regulation is undertaken in accordance with Traffic and Road Safety Act, 1998. This includes licensing and inspection of vehicles.

3.3.2 PERFORMANCE IN 2010/11, INCLUDING SUB-SECTORAL INDICATORS

3.3.2.1 LAWS, POLICIES, AND STRATEGIES

Road Safety : A draft National Road Safety Policy and strategy was prepared based on the findings of the Road Safety Management Review, 2009 and comments from key stakeholders. The policy covers:

- Road Safety status
- Institutions involved in road safety in Uganda
- Issues in road safety
- Road safety vision and goals
- Road safety policy statements
- Investment strategy, costs and action plan

The proposed plan investment is for short-+term (1 – 3 years) medium (4 – 6 years) and long term (7 – 9 years). In the short term it is proposed to establish a lead agency, in the form of a National Road Safety Agency to tackle issues of road safety.

The final draft policy and strategy will be prepared following a stakeholder workshop, and then submitted to the Cabinet.

Axle Load Control : Consultancy work started in November, 2010 to prepare the draft policy and strategy. A stakeholder's workshop will be conducted in October to review the draft and the final report from the consultant is expected in November 2011. Thereafter, a Cabinet Paper on the matter will be prepared by June 2012.

Traffic and Road Safety Act : Consultants to review the Traffic and Road Safety Act, 1998, will be engaged shortly. The review will incorporate what would be contained in the expected harmonised East African Community – Axle Load Control Act.

Regulations on the Revised Express Penalty Scheme, Driving Schools and Instructors were gazetted.

Licensing and Inspection : 17,849 Passenger Service Vehicles (PSVs), 121 Inland Water Vessels were inspected and 46 operators licensed, licences issued during 2010/11 Financial Year. 151 driving schools were inspected and registered. 5 regional road safety awareness campaigns were conducted in Kampala, Mbarara, Masaka, Mbale, Gulu. Axle control monitoring surveys were carried out particularly along the Northern Corridor and feeder links from Northern Uganda.

3.3.3 REVIEW OF 2010 JTSR ACTION MATRIX AND PROGRESS

3.3.3.1 ROAD SAFETY

The draft National Road Safety Policy was prepared with a view to receiving final inputs received from the stakeholders. Monitoring report on enforcement of regulations and training scheme in all driving schools in Uganda was prepared.

3.3.3.2 REGISTRATION AND LICENSING OF DRIVING SCHOOLS

Procurement for the licensing materials is in final stages. Material expected in 2nd Quarter and actual work to start immediately.

3.3.3.3 IMPROVE AXLE LOAD CONTROL

The process to review the Traffic and Road Safety Act, 1998 has started. It will incorporate provisions of the proposed harmonized EAC Axle Load Control Act. The final report on the study on Axle Load Control Policy and strategy is expected in November 2011.

3.3.3.4 UPDATE LEGISLATION FOR INLAND WATER TRANSPORT

- High level task force to oversee implementation of inland water transport interventions has been agreed.
- Process to review the existing legislation started in September 2011
- Recommendations for capacity building were incorporated in the Ministry's Human Resource Development Plan FY 2011/12 – 13/14.

3.3.4 FUTURE TARGETS

a) Finalization of road safety policy and strategy; axle load control policy and strategy (1 year)

b) Creation of Uganda National Road Safety Agency (2/3 years)

c) New Traffic and Road Safety Act (2/3 years).

d) New Inland Water Transport Act (2/3 years)

e) Maritime Administration reform (3/4 years)

3.3.5 CHALLENGES AND PROPOSED MEASURES

3.3.5.1 ROAD SAFETY

This consumes about 2.7% of the Country's GDP in terms of losses of life and property. This is equivalent to the proportion of the GDP spent on the road sector. The challenge is being tackled by way of :

- Increased sensitization
- Review of legislation
- Strengthen enforcement within Ministry of Works and Transport, Transport Licensing Board, Police and Uganda National Roads Authority (UNRA) for Axle Load Control.
- Improvement of infrastructure (road signs and markings)
- Vehicle inspection to ensure road worthiness
- Creation of a lead agency (National Road Safety Agency) and other institutional reform.

3.3.5.2 AXLE LOAD CONTROL

This is still a big problem on the country's road network. The enabling policy and strategy will be finalized. Domestication of the proposed EAC Axle Load Control Act will be done through revisions to the Traffic and Road Safety Act.

3.3.5.3 TRAFFIC CONGESTION

This is a big challenge particularly on the Road Network in the Greater Kampala Metropolitan Area (GKMA). There is need to co-ordinate various initiatives being undertaken by the Ministry, that of Local Government, KCCA, Police, UNRA and the private transport operators, and to regulate and enforce more effectively.

3.4 UGANDA ROAD FUND

3.4.1 MANDATE, VISION, MISSION AND OPERATING PRINCIPLES

3.4.1.1 MANDATE OF URF

Uganda Road Fund (URF) was established by Act of Parliament of 2008 to finance routine and periodic maintenance of public roads, mainly from road user charges. It became operational in January 2010, which coincided with the beginning of the 2nd half of FY 2009/10.

The Vision and Mission of the Fund are still under evolution but the following statements express the present view

3.4.1.2 VISION

"Adequate, reliable, timely and sustainable financing for road maintenance for a safe and efficient network"

3.4.1.3 MISSION STATEMENT

"To finance, effective and sustainable maintenance of public roads principally from road user charges"

3.4.1.4 OBJECTIVES

The strategic objectives of the Fund in line with section 6 of the URF Act, 2008 include;

a. To finance the routine and periodic maintenance of public roads in Uganda;
b. To ensure that public roads are maintained at all times;
c. To advise the Minister for finance, in consultation with the Minister for roads and the Minister for local governments on:
    i. the preparation and efficient and effective implementation of the Annual Road Maintenance Programme; and
    ii. the control of overloading of vehicles on public roads.

3.4.2 OPERATIONS OF THE URF

URF finances routine and periodic maintenance of public roads managed by UNRA and other entities designated as road agencies by statutory order issued by the Minister of Finance, Planning and Economic Development (MFPED). In FY 2010/11, the total number of Designated Agencies (DAs) was 140 comprising of UNRA, 27 municipalities and 112 districts (with 149 town councils and 990 sub-counties).

URF signs annual performance agreements with UNRA, districts and municipalities, which comprise the formal undertakings with roles and responsibilities binding on the Fund and the designated agencies towards maintenance of the public roads. Districts sign sub-agency performance agreements with sub-counties and town councils.

During the planning process, DAs prepare annual road maintenance programs and submit to URF for consolidation into the Annual Road Maintenance Programme (ARMP) and the Annual Road Expenditure Programme (AREP) as required under Section 25 of the URF Act. The ARMP, AREP and Performance Statement of the Fund are presented to Parliament by the minister for roads as part of the transport sector ministerial budget policy statement.

Disbursements to UNRA, districts and municipalities are made by URF on a quarterly basis; accountabilities by the DAs are submitted to URF on a quarterly basis. Sub-agencies which include town councils and sub-counties account through their respective districts. There is a consultative oversight arrangement amongst the ministries for finance, local governments and roads on the operations of the Fund. URF conducts monitoring and evaluation of the

funded road maintenance programmes to measure performance against agreed targets; and technical and financial audits on an annual basis to ensure value for money.

3.4.3 SOURCES OF FUNDS

In FY 2010/11 the only source of funds were appropriations by Parliament from the consolidated fund. Direct transfer of the Road User Charges (RUC) to URF awaits the removal of the legal lacuna in the URA law, which was still projected to be accomplished in FY 2011/12 to enable its commencement by the start of FY 2012/13.

3.4.4 PERFORMANCE IN FY 2010/11

FY 2010/11 was URF's maiden complete financial year of operation. Plans for 2010/11 were published in URF's One Year Road Maintenance Plan (OYRMP). The OYRMP planned to finance 41,500Km of routine maintenance and 5,883Km of periodic maintenance of public roads undertaken by 140 designated agencies at a cost of UGX 283.9bn in FY 2010/11. Within the same budget the plan also provided for administrative expenses of UNRA and the URF Secretariat as well as research and ancillary special projects.

3.4.4.1 HISTORICAL TREND OF ROAD MAINTENANCE FINANCING

Prior to the establishment of URF road maintenance funding followed the traditional approach where funds were provided from only the national treasury. This approach however had recognisable weaknesses in failing to meet the road network maintenance needs. It is estimated that between 1997/98 and 2007/08, the national roads network had accumulated a maintenance backlog of 3,500Km representing 33% of its length. The district roads network in poor to very poor condition climbed from 30% to 55% over the same period. Government established the Road Fund in 2008 to manage the collection of road user charges and apply the collected funds towards costs of road maintenance and related activities.

Table 3.15 shows the trend of budget estimates for road maintenance activities (inclusive of funding under RRP and PRDP) on public roads for the period FY 2008/09 to FY 2011/12.

Table 3.15 : Budget Estimates for Road maintenance for FY 2008/09 – 2011/12

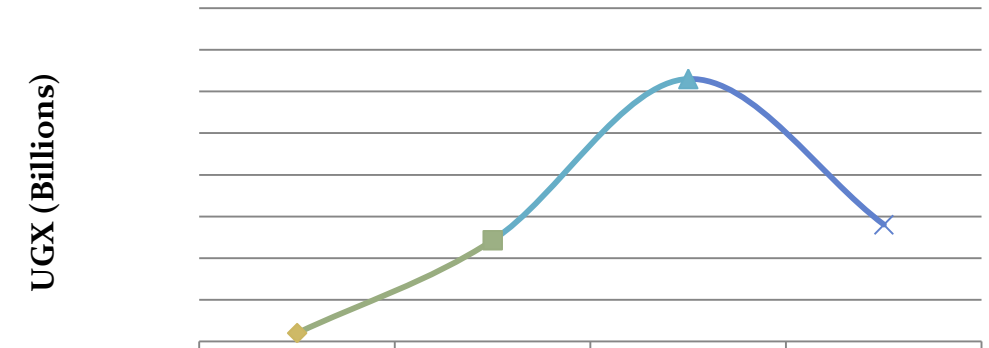
Financial year	Other			Totals (UGX Bn)	Average Inflation Rate	Discounted Totals (UGX Bn)
	URF	UNRA	DUCAR			
2008/09	0	135.39	66.638	202.028		202.028
2009/10	116.24	67.693	67.919	251.852	12.3%	224.267
2010/11	283.883	0	32.583	316.446	9.7%	262.975
2011/12	280.95	0	32.583	313.533	11.2%	228.018

Source: MoWT Ministerial Policy Statements for FY 2008/09 – FY 2011/12; UBOS

It can be seen from Table 3.15 that road maintenance financing has grown from UGX 202.0bn in FY 2008/09 to UGX 313.6bn in FY 2011/12; however the growth has been greatly

curtailed by inflationary effects over the same period. Figure 3.2 shows the trend of road maintenance financing over the same period.

Figure 3.2 Trend of Road Maintenance Funding, FY 2008/09 as Base Year



	2008/09	2009/10	2010/11	2011/12
Discounted Values	202,028	224,267	262,975	228,018

It can be seen from Figure 3.2 that while there was significant growth in road maintenance funding between the period FY 2008/09 – 2010/11, the trend reversed by more than 50% between the period FY 2010/11 – 2011/12. This decline in funding is despite the high vehicle growth rate, conservatively estimated at 10%p.a., which inherently translates into proportionate growth in road user traffic. It is clear therefore that road maintenance financing has not yet been matched with road usage in line with the fee-for-service principle.

3.4.4.2 ADMINISTRATION AND STATE OF THE ROAD ASSET IN FY 2010/11

In FY 2010/11, the public roads network was estimated at 78,000km. The classification and conditions of the network are shown in Table 2. National roads are managed by UNRA. District and Town Council roads are managed by the respective local governments, and Community Access Roads are managed by the respective sub-counties with districts providing oversight functions. Urban roads are managed by the respective municipal councils.

Table 3.16 gives the approximate breakdown of the network by administration, surface type, class and condition (percentage/length of good, fair, poor, bad).

3.4.4.3 ALLOCATION AND USES OF FUNDS

Table 3.16 : Public Road Network Characteristics

Network	Length Kms			Condition of Network (% of Total)					
				Paved			Unpaved		
	Paved	Unpaved	Total	Good	Fair	Poor	Good	Fair	Poor
UNRA Network									
Original	3,242	7,703	10,945	53%	21%	26%	33%	%1%	16%
Additional	10	9,607	9,617	-	30%	70%	6%	36%	58%
Total	3,252	17,310	20,562						
DUCAR Network									
District	0	22,500	22,500	-		-	55%		45%
Urban	1,100	4,500	5,600	50%		50%	55%		45%
CAR	0	30,000	30,000	Not Classified					

Source : UNRA Directorate of Operations, 2011

The approved budget for FY 2010/11 was UGX 283.88bn allocated broadly as in Table 3.17:

Table 3.17 : Allocation of Budget FY 2010/11

Item	UGX Billion	Percentage
Maintenance National Roads	177.993	62.7%
Maintenance of the DUCAR Network	98.00	34.5%
URF Secretariat	7.89	2.8%
Total	283.88	100.0%

Source : URF OYRMP FY 2010/11

It can be seen from Table 3.17 that the allocation was in the following order: 62.7% to national roads under UNRA; 34.5% to the DUCAR network under the respective local and lower local governments; and 2.8% for the URF Secretariat covering administrative expenses of the Fund, research, and special projects.

3.4.4.4 USES OF FUNDS

Under section 22 of the URF Act, the Fund is mandated to apply the collected funds on routine and periodic maintenance of public roads, road safety activities, operational

expenses of UNRA, administrative expenses of the Fund, research in road works and other activities relevant to the maintenance of public roads.

3.4.4.5 BUDGET REQUIREMENTS VIS-A-VIS AVAILED FUNDS

In FY 2010/11 URF was allocated a total of UGX 283.883 billion under the Medium Term Expenditure Framework (MTEF), which was 74.5% of the actual requirement during the FY estimated at UGX 381 bn.

3.4.4.6 PERFORMANCE OF REVENUE INFLOWS IN FY 2010/11

MFPED released a total of UGX 283.408bn which represents 99.8% of the budgeted funds for URF; this resulted in a road maintenance funding shortfall of UGX 475m which mainly affected sub counties and regional mechanical workshops. Table 3.18 shows the performance of the receipts from MFPED during FY 2010/11.

Table 3.18 : Summary of Revenue Inflows to Vote 118, FY 2010/11

Sn	Description	Annual Budget	Q1	Q2	Q3	Q4	Total	% of Budget
1	Amount (UGX Bn)	283.883	67.892	70.822	88.794	55.900	283.408	99.8%
2	Dates of Release		23/07/10	05/11/10	28/01/11	26/04/11		
3	Delay (Number of business days from start of Quarter)		16	25	18	15	19	

It can be seen from Table 4 that budget releases to URF performed at 99.8% of the approved budget estimate, and the releases took 19 business days from the start of each quarter. Table 3.19 shows performance of the URF's Key Performance Indicators for revenue inflows.

Table 3.19 : Performance on KPI for Revenue Inflows, FY 2010/11

	KPI	Target in FY 2010/11 OYRMP	Actual Realised in FY 2010/11	Remarks
1	Efficiency (% of potential revenue collected in each category)	98% min	99.8%	Achieved
2	Timeliness (Average days from collection to deposit for each category)	14 business days max	19 business days average	Not Achieved

It can be seen from Table 3.19 that while the performance target for *Efficiency* was achieved, that for *Timeliness* was not achieved, with a delay of up to 5 business days on average.

3.4.4.7 PERFORMANCE OF FUNDS DISBURSEMENTS IN FY 2010/11

In FY 2010/11, URF made disbursements amounting to UGX 281.553bn, as shown in Table 3.20, of which UGX 273.056bn was disbursed to DAs, UGX 7.89 availed to the URF secretariat for items administered by the Secretariat and UGX 287m disbursed under research grants.

Table 3.20 : Funds Disbursement Summary –FY 2010/11 – as at 30 June 2011

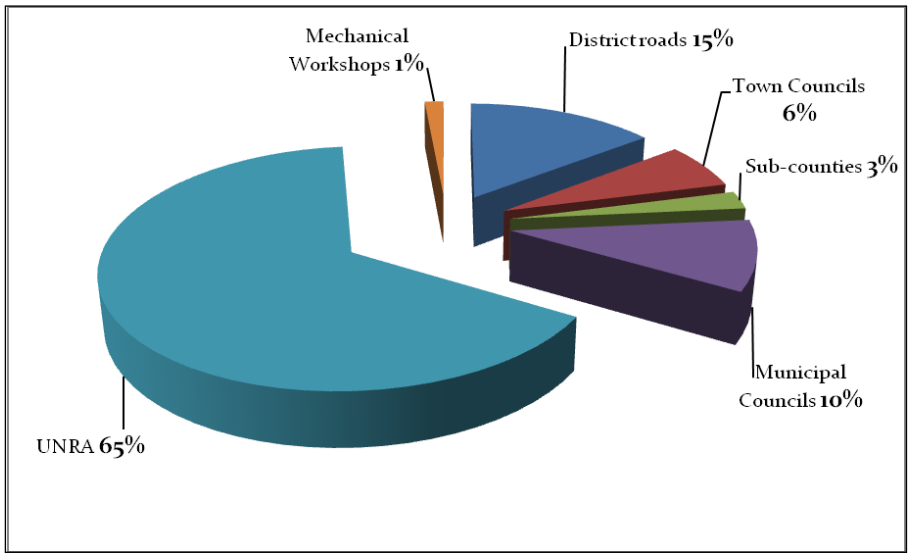
No	Beneficiary	Quarterly Disbursement (UGX Bn)					Approved Budget (UGX Bn)	% of Approved Budget
		Q1	Q2	Q3	Q4	Total		
1	UNRA	43.001	44.793	53.059	37.140	177.993	177.993	100.0%
2	111 Districts *	12.051	17.440	21.107	13.508	64.106	64.351	99.6%
3	27 Municipalities**	5.707	6.854	9.071	5.317	26.949	27.021	99.7%
4	Mechanical Workshops	1.075	1.113	1.020	0.800	4.008	4.298	93.3%
5	URF Secretariat	1.654	1.824	2.615	1.797	7.890	7.890	100.0%
6	Research Grant	-	-	-	0.287	0.287	-	-
	Total	63.488	72.024	86.872	58.849	281.233	281.553	99.9%
7	Fund Reserves						1.855	
Total Revenue Inflows							283.408	

Source : : URF, 2011; * excludes Kampala; ** includes the 5 divisions of Kampala

It can be seen from Table 3.20 that disbursements to the different categories of DAs performed generally at above 99%. Disbursements to the regional mechanical workshops

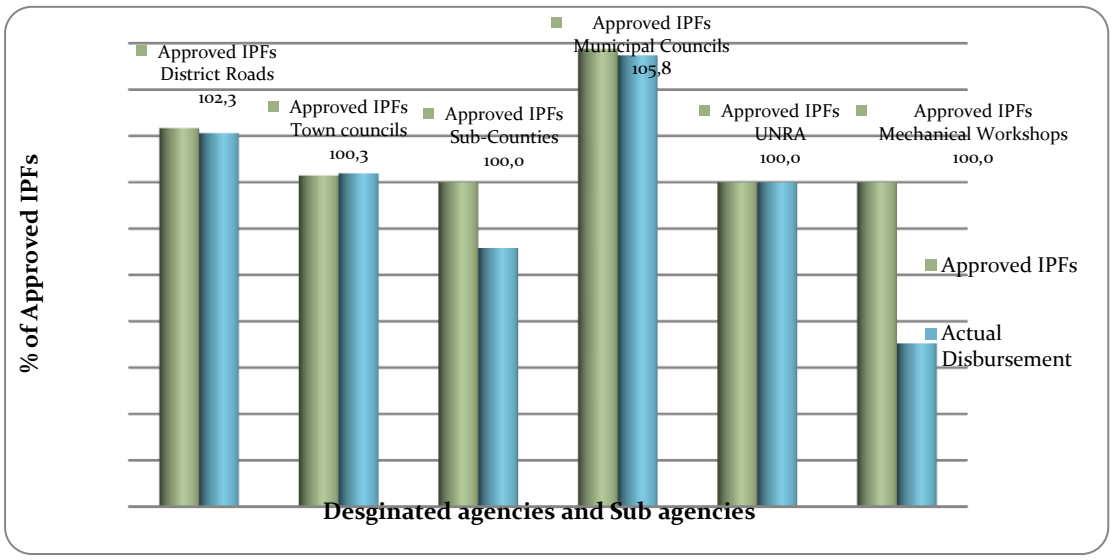
performed lowest at 93.3% mainly due to the UGX 475m shortfall in funding received from MFPED. Figure 3.3 shows the percentage disbursements to the different categories of DAs and sub-agencies made by URF during FY 2010/11.

Figure 3.3 : Percentage Disbursements to Agencies and Sub Agencies in FY 2010/11



It can be seen from Figure 3.3 that disbursement of the funds generally complied with the respective allocation levels given in the FY 2010/11 OYRMP, with UNRA receiving 65% of the disbursements; districts 15%; municipal councils 10%; town councils 6%; sub-counties 3%; and the regional mechanical workshops 1%. Figure 3.4 shows the performance of disbursements against IPFs of DAs and sub-agencies.

Figure 3.4: Disbursed funds against IPFs of DAs and sub-agencies, FY 2010/11



With the exception of Town Councils, where releases were slightly higher than the approved IPFs (0.1%), it can be seen from Figure 3.4 that generally all categories received funds within the approved limits.

3.4.4.8 ACTIVITIES FUNDED

Disbursements made to the DAs were targeted at the road maintenance activities shown in Table 3.21.

Table 3.21 : Summary of Planned Activities in FY 2010/11

No	Funded	Activity	UNRA	Districts	Municipal Councils
1	Paved Roads – Manual (km)	Routine Maintenance	2,000	-	676
2	Paved Roads – Mechanical (km)		1,500	-	-
3	Unpaved Roads - Manual (km)		18,200	20,939	
4	Unpaved Roads – Mechanical (km)		11,747		
5	Bridges (N°)		124	29	-
6	Paved Roads – Reseal (km)	Periodic Maintenance	115	-	241
7	Unpaved Roads - Regravelling (km)		1,646	3,881	-
8	Bridges (N°)		10	-	-
9	Road Safety Awareness	Road Safety Works	3	-	-
10	Road Signage		250	-	-
11	Marking of Roads (km)		147	-	-
12	Demarcation of Reserves		225	-	-
13	Axle Load Control O&M	Axle Load Control	6	-	-
14	Landing Sites O&M (No of ferries)	Ferry Services	9	-	-
15	Recycling Technology (km)	Other Qualifying Works	1	-	-
16	Low Cost Surfacing (km)		1	-	-
17	Consultancy Services – Study/Design (N°)		9	-	-
18	Consultancy Services – Supervision (N°)		12	-	-
19	Culverts	Road Materials	200	3,195	876
20	Guardrails		250	-	-

Source: URF OYRMP FY 2011/12

It can be seen from Table 3.21 that key road maintenance activities funded in the FY 2010/11 included:

a. Routine maintenance of 41,500Km consisting of: routine manual maintenance of 20,200Km and routine mechanised maintenance of 13,247Km on national roads; routine maintenance of 19,084Km on district roads; and routine maintenance of 676Km on Urban roads.
b. Periodic maintenance of 5,883Km consisting of: 1,761Km on national roads; 3,881Km on district roads; and 241Km on urban roads.
c. Maintenance of 163 bridges consisting of: routine maintenance of 115 bridges and periodic maintenance of 10 bridges on national roads; and routine maintenance of 39 bridges on district roads.
d. Installation of road signs; road marking; road reserve demarcation and other road safety measures on the national road network.

Provisional actual performance against funded activities were: routine manual maintenance of 19,824Km, routine mechanised maintenance of 12,479Km, and periodic maintenance of 1,631Km on national roads; routine maintenance of 13,937Km and periodic maintenance of 1,901Km on district roads (as at end of quarter 3); and routine maintenance of 417.8Km and periodic maintenance of 157.8Km on urban roads (as at end of quarter 3). The final actual performance of road maintenance activities in FY 2010/11 will be reported in the URF Annual Report after all accountabilities for Quarter 4 have been received and analysed. In general qualitative terms, the achievement against plan was much improved over the previous year FY2009/10.

3.4.4.9 ACHIEVEMENTS AGAINST KEY PERFORMANCE INDICATORS

The direction and management of the Fund benefited from the stability of the Fund Management Board during the year and from the almost full establishment of the Secretariat staffing.

During the FY 2010/11 Monitoring & Evaluation of the Fund's programmes was stepped up and the findings were fed back into the planning and management of programme processes for FY 2011/12.

In tandem, the operations of the Fund Secretariat were improved principally in the business areas of budgeting, regulations & manuals, budget guidelines, human resource capacity, research guidelines and sustained transfer of releases.

The Fund established a Procurement and Disposal Unit, in accordance with the requirements of the PPDA Act, 2003 and a Contracts Committee was also formed handling all the start-up procurements.

The Fund also initiated technical and financial audits in a sample of 31 agencies whose aim was to review efficiency in the spectrum of processes that are applied in the utilization of URF funds and to provide independent assurance to the Board that the monies of the Fund allocated for road maintenance activities are applied for the intended purpose and used in an efficient, effective and transparent manner.

The Fund commissioned a public relations and communication strategy study in recognition of the vital importance of communications, outreach and visibility of its activities.

The performance of the Fund in its key business areas is measured by a set of Key Performance Indicators. The measured achievements against these indicators in FY 2010/11 are shown in Table 3.22.

Table 3.22 : Achievement of KPIs in FY2010/11

Business Area	KPI	Explanation	FY 2010/11 Target value	Achievement
Administration and Human Resources				
	Staffing Level	Percentage of establishment (average over a year)	95% Min	77.2%
	Staff Qualification	All staff appropriately qualified in accordance with their job description	100%	100%
	Staff Turnover	Vacancies arising as a result of leavers in calendar year as percentage of establishment	10% Max	7.4%
	Administrative Overheads	Percentage of budgeted expenditure	2% Max	2.8%
Funding Operations				
Fund Collection	Efficiency of Collection	Percentage of potential revenue collected in each category	98% Min	99.8%
	Timeliness of Collection and deposit to Account of Fund	Average days from collection to deposit for each category	14 Business days Max	N/A
Fund management	Adherence to approved fund management plan	Adverse deviation from the fund management plan, which shall be an average deviations from the forecast month end balances for the financial year	2% Max	39.7%
Fund Disbursement	Efficiency of disbursement	Percentage value of approved plans funded and disbursed in the same financial year	98% Min	99.8%
	Completeness of Disbursements	Percentage of funds collected and disbursed within the FY	Not set in FY 2010/11	Nil
Impact of Funding				
	Board oversight	Member attendance – percentage of meetings attended	90% Min	81%c
	Audit	Percentage of agencies audited	10% Min	24%
	Reporting	Punctual presentation of annual report	Within 30 business days of end of each FY	235 Business Days
	External Audit	Completion of Audit by OAG	No significant qualification/ reservation	Met

Source: URF OYRMP FY 2011/12

a. Performance was affected by the failure to secure authorisation to use rolled over funds in time, which forced reallocation of funds.
b. Performance was contingent on releases from MFPED, which on average were delayed by 5 business days.
c. Performance was affected by absence of the MoWT representative on the Board for most of FY 2010/11.
d. Performance was contingent on completion of the OAG Audit, which was beyond the control of the Fund.

In general, achievement against the KPIs was good with only 4 indicators failing to meet the target for reasons outlined in the footnotes to Table 3.22. For example, there was delayed production of the Annual Report due to reliance on manual systems for data capture and retrieval. In addition the report could not be produced as a standalone outside of other reports e.g. Auditor General's report whose production was beyond the control of the Fund.

3.4.5 REVIEW OF 2010 JTSR ACTION MATRIX AND PROGRESS

The key action points for URF in the FY 2010/11 action plan matrix included issues on preparation and implementation of a comprehensive SWAP programme; completion of the study for developing 2nd generation funds allocation formulae; preparation of a draft coordination framework for planning and monitoring of road maintenance activities; conducting of a study on the road maintenance unit cost across districts and regions; and contribution to the preparation of a draft sector communication strategy. The following were the respective achievements against the actions identified for URF:

a. Preparation and implementation of a comprehensive SWAP programme

- The SWAP implementation programme was established and URF nominated staff to represent it on 5 of the six SWG committees formed. URF ensured full representation and active participation in the meetings, discussions and recommendations of the SWG committees.

b. Completion of the study for developing 2nd generation funds allocation formulae

- The consultant for the study commenced works in mid-March and the inception report was accepted by URF; draft report expected in December 2011, and a final report by March 2012;
- URF plans to circulate a draft report to the designated agencies and to stakeholder institutions of the SWG for comments; and to proactively supervise the consultant to ensure that the final report is submitted by March 2012.

c. Preparation of a draft coordination framework for planning and monitoring of road maintenance activities

- Draft MOU of the coordination framework was produced in coordination with MoWT, MFPED, MoPS and MoLG but is still pending presentation to the SWG by MoWT;
- URF plans to work with the other stakeholder sector institutions to have the draft coordination framework approved through the sector working group; and to
- Actively contribute to the roll out and implementation of the coordination framework.

d. Conducting of a study on the road maintenance unit costs across districts and regions

- The study commenced in August 2011, the inception report was accepted by URF in September 2011 and a final report is expected by April 2012;
- URF plans to circulate a draft report to the designated agencies and to stakeholder institutions of the SWG for comments; and to proactively supervise the consultant to ensure that the final report is submitted by April 2012.

e. Prepare a draft sector communication strategy

- URF communication strategy was completed and is expected to feed into the sector communication strategy;
- URF plans to launch its communication strategy and roll out its implementation within FY 2011/12.

3.4.6 FUTURE PLANS – 3 YEARS

3.4.6.1 ALLOCATION FOR FY 2011/12

The approved budget for FY 2011/12 is UGX 281.895bn allocated broadly as shown in Table 3.23:

Table 3.23 : Road Fund Allocation of Funds, FY 2011/2012

No	Programme Item	Amount (UGX Bn)	% of Total	Remarks/Purpose of Release
1	Maintenance of National roads (by UNRA)	177.9	63.28%	Routine and periodic maintenance of the National Road Network.
		4.08	1.45%	Operational expenses of UNRA.
Total for maintenance of National roads		4.08	1.45%	To maintain an expanded network of approximately 21,000km.
2	Maintenance of District, Urban and Community Access Roads (DUCAR)	37.74	13.43%	Routine and periodic maintenance of District Roads. (111 No. Designated Local Government Districts).
		6.9	2.46%	Removal of bottlenecks on Community Access Roads. (111 No. Designated DLG Districts) and their sub-counties.
		17.17	6.11%	169 Town Councils.
		12.15	4.32%	Routine and periodic maintenance of Municipality roads 22No.
		13.00	4.63%	Routine and periodic maintenance of roads in KCCA
	Mechanical Imprest	4.23	1.51%	For repair & maintenance of equipment & plant for Districts, KCCA and MCs.
Total for maintenance of DUCAR network		91.19	32.46%	Maintenance of DUCAR network and Mechanical Imprest
3	Items administered by the Secretariat	6.090	2.17%	Administrative expenses of the URF Secretariat.
		0.9	0.32%	Research
		0.9	0.32%	Such activities relevant to maintenance of public roads as may be determined by the Board.
Total for URF Secretariat		7.890	2.81%	

Source: URF OYRMP FY 2011/12

It can be seen from Table 3.23 that the global allocation was in the following order: 64.7% to National Roads under UNRA; 32.5% to the DUCAR network under the respective local and lower local governments; and 2.8% for the URF Secretariat covering administrative expenses of the Fund, research, and special projects.

Based on the expressed needs of Agencies, the anticipated shortfall of UGX 133bn is made up as follows: National roads UGX 100bn; DUCAR network UGX 31bn; URF determined programmes UGX 2bn.

The principal impact of the shortfall will be felt in the reduced level of periodic maintenance to be undertaken on national roads and a future increase in the maintenance backlogs on National Roads and DUCAR networks especially KCCA roads.

3.4.6.2 PLANNED ROAD MAINTENANCE ACTIVITIES IN FY 2011/12

Table 3.23 shows a summary of the key road maintenance activities planned to be funded in FY 2011/12. It can be seen from Table 3.24 that the planned road maintenance activities include:

a. Routine manual maintenance of 19,591Km on the national roads network, planned to cost UGX 16.9bn;
b. Routine mechanized maintenance of 14,849Km on the national roads network, planned to cost UGX 84.9bn;
c. Periodic maintenance of 584Km on the national roads network, planned to cost UGX 36.2bn;
d. Routine maintenance of 175 Bridges on the national roads network, planned to cost UGX 1.0bn;
e. Periodic maintenance of 4 Bridges on the national roads network, planned to cost UGX 5.2bn;
f. Routine maintenance of 32,831Km on the DUCAR network, planned to cost UGX 28.2bn;
g. Periodic maintenance of 5,610Km on the DUCAR network, planned to cost UGX 49.3bn; and
h. 613 culverts on the DUCAR network, planned to cost UGX 1.8bn

Table 3.24 : Summary of Road Maintenance Activities Planned in FY 2011/2012

UNRA

	Manual		Mechanised		Bridges	
	Qty	UGX Bn	Qty	UGX Bn	Qty	UGX Bn
Routine Maintenance	19,591	16.926	14,849	84.931	175	1,000
Periodic Maintenance	-	-	584	36.228	-	-
Culverts N°	-	-	-	-	-	-
Bridges N°	-	-	-	-	4	5,228

DUCAR

	Qty	UGX Bn
KCCA		
Routine Maintenance	615	4.844
Periodic Maintenance	38	7.944

Culverts N°	-	-
Bridges N°	-	-
111 Districts		
Routine Maintenance	23,987	13.873
Periodic Maintenance	3,191	17.462
Culverts N°	101	0.587
Bridges N°	20	0.602
22 Municipal Councils		
Routine Maintenance	1,021	3.798
Periodic Maintenance	288	9.340
Culverts N°	7	0.156
Bridges N°	-	-
169 Town Councils		
Routine Maintenance	1,882	2.372
Periodic Maintenance	960	12.112
Culverts N°	177	0.401
Bridges N°	-	0.179
1,104 Sub Counties		
Routine Maintenance	5,326	3.278
Periodic Maintenance	1,134	2.458
Culverts N°	328	0.680
Bridges N°	-	0.125

3.4.6.3 PLANS FOR THE MEDIUM TERM

In the medium term, FY 2011/12 – 2013/14, URF plans to undertake the following activities to improve operations of the Fund and road maintenance financing:

a. Direct transfer of RUC's into independent URF Account

- Coordination with MFPED on the amendment of the URA law to enable the direct remittance of RUCs to the URF accounts in Bank of Uganda, which is on-going;
- Establishment of regulations, systems and performance agreements which are on-going;
- Direct transfer of RUCs projected to commence in FY 2012/13.

b. Enforcement of Section 22 of the URF Act

- Completion of the study for the allocation formula that conforms to section 22 of the URF Act by March 2012;
- Establishment of new allocation formulae in accordance with the URF Act to be completed by June 2013.

c. Establishment of the 1st URF 5-year strategic plan

- Study to commence in March 2012 and end by November 2012
- Plan to be in place by mid FY 2012/13 and form the basis for the FY 2013/14 OYRMP.

d. Synchronized DA's audits, M&E and reporting

- Development of a monitoring and evaluation framework, which is underway, expected to be in place by December 2011;
- Monitoring and Evaluation processes that seek to bring about continuous improvement across all activities supported by the Fund;
- Audit processes that seek to improve compliance with good practice and identify unacceptable practices;
- Close coordination with statutory bodies, sector partners and DAs in planning, M&E, audit and general oversight;
- Advocacy and encouragement of more innovative procurement, including long term performance based contracts and the use of term and framework contracts; and
- Improved performance agreements that provide for detailed performance targets and strengthens reporting and accountability. This shall be applied across the entire spectrum of the agency relationships up to sub-county level.

e. Promote use of road management tools/software

- Re-inforcing the use of road maintenance programming tools (RAMPS and ROMAPS) to support planning and programming of road maintenance works in DUCAR agencies.

f. Introduction of online disbursements and reporting

g. Integrated management information systems (IMIS) under procurement, expected to become operational by December 2012

h. Implementation of results of key ongoing studies

- Studies on funds allocation formulae, unit costs, technical and financial audits
- Finalising guidelines and modalities for regular research

i. Leveraging capacity

- The Fund will employ specialised private sector consultants in areas of M&E, audits and planning;

- Solicitation of a long term technical assistance within the framework of EU/GoU cooperation arrangement;
- Cooperation with statutory partners by amongst others relying on internal audit reports, MoWT updates of reporting standards, and use of internal disbursement systems of MFPED; and
- The use of interns, which also support the URF social responsibility strategy.

3.4.7 CHALLENGES AND PROPOSED MITIGATIONS MEASURES

The key challenges identified include:

a. The 2nd generation status for the Fund, which has not yet been achieved;

- URF is reliant in the consolidated fund arrangement hence not fully compliant with the URF law;
- Exposed to unfunded priorities e.g. in FY 2010/11 URF had a budget requirement of UGX 381bn but was only allocated UGX 283bn under the sector ceiling approach.
    - To address this challenge, a Cabinet Memo on the amendment of the URA law was drafted and submitted to MFPED to help quicken the amendment process. URF in coordination with MFPED will continue pursuing removal of the legal lacuna in the URA law.

b. Capacity gaps within DAs

- DAs are ill equipped with obsolete equipment; poor mechanical services back up; under staffing and inadequate technical capacity in DAs; which constrain absorption of funds, as a result etc.
    - As mitigation, URF will continue issuing early budget guidelines to guide DAs in planning, which will help in improving absorption of funds through improved management of procurements.

c. Multipurpose bank accounts within districts

- District works departments operate joint accounts for road maintenance, water and buildings. This complicates tracking of funds and constrains timely accountability for the funds; exposes funds meant for road maintenance to the rampant indiscreet garnishing of district accounts by URA etc.
    - As mitigation, URF is working with the Accountant General's office to secure authorization for opening URF specific bank accounts.

d. Poor oversight in DAs for the DUCAR network

- District Road Committees (DRCs) not yet established in many DA's as required under section 25 of the URF Act;
- Dysfunctional tendency of DRCs during elections and the transition;

- As mitigation, URF is currently finalizing DRC regulations, which will streamline the operation of DRCs and provide for establishment of road committees at lower local government levels.

e. Low private sector capacity

- High incidence of poorly resourced contracts in terms of personnel, equipment and cash flows
- High incidence of poorly priced works, which in turn affects implementation
- High incidence of contracts that are not completed on time
  - As mitigation, URF proposes the roll out of the local construction industry reforms proposed in the National Construction Industry Policy. URF will actively support efforts in this direction.

f. Multiplicity of Agencies

- The rapid increase in number of DAs greatly affects planning, coordination and the oversight function of URF;
- New agencies typically take a while to establish necessary structures for road maintenance;
  - URF proposes the approval and implementation of the Sector Wide Approach (SWAP) that was proposed in the draft coordination framework (issue S4 of the Action Plan Matrix).
  - Need for co-ordination of Local Government institutions through a DUCAR Agency.

g. Limited information on road condition and size

- Constrains the determination of Adequacy of road maintenance funds
- Affects planning and programming of maintenance works
  - URF will coordinate with MoWT and DA's on collection of data to inform the 5-year strategic plan starting in March 2012.

h. Wide variation in unit cost of road maintenance works

- This constrains rationalisation of work plans submitted by DAs especially given the ever increasing number of agencies
  - On-going study is expected to inform the standardising of unit cost of works across districts and regions
  - URF to promote labour based approach to works especially on the DUCAR network
  - URF has lined up stringent accountability measures to eliminate misuse of funds especially under force account operations

4 THE RAIL SUB SECTOR

4.1 MANDATE

Uganda Railways Corporation is a corporate body reporting to the Minister of Works and Transport. Under the 1992 Uganda Railways Corporation Act, the responsibilities of the Corporation are: the construction, operation and maintenance of railway, marine and road services both in, and outside, Uganda, for the carriage of passengers and goods.

4.2 VISION AND FUNCTION

The Vision of URC is to ensure the provision of safe, economic and efficient railways services in Uganda. Its functions are:

a) to carry passengers, and goods by rail, road and waterways;
b) to provide transit and terminal stations and port facilities;
c) to provide and use appropriate vehicles, rolling stock and vessels on railways, roads and inland waterways for the carriage of passengers and goods;;
d) to store goods;
e) to consign goods from and to any place;
f) to provide clearing and forwarding services;
g) to provide hotels, places for refreshment, and other amenities;
h) to operate and maintain signalling and telecommunication equipment;
i) to construct or improve railways, inland waterways, ports, ferries, roads, bridges, and building;
j) to operate trains and to acquire, construct and manufacture trains;

4.3 OPERATING PRINCIPLES

4.3.1 CONCESSION

Railway operations were concessioned to a private operator in 2006. Rift Valley Railways (RVR) is the Kenya -Uganda concessionaire operating freight and passenger services in Kenya and freight only in Uganda on an exclusive basis.

The joint concession is structured legally as two separate 25-year concession contracts signed by the Government of Uganda and the Government of Kenya with the subsidiary company in each country of the RVR Investments (Pty) Ltd, which acts as the overall concession holding company. It was always the intention of the procuring agencies that RVR should run the railway as a seamless operation. The key features of the contracts concession are:

• ***Ceded Assets:*** All railway core assets, consisting of the railway infrastructure, locomotives and rolling stock, railway and marine equipment, and maintenance facilities, were conceded by URC to the concessionaire. These are assets ceded for use, meaning that ownership of the assets still rests fully with URC.

- ***Operational Responsibilities:*** The concession covers the provision of freight services over the entire rail network. There are currently no passenger services in Uganda.

- ***Maintenance and Rehabilitation:*** The concessionaire is responsible for the rehabilitation and maintenance of the ceded assets to specified standards and for the achievement of minimum investment levels, and traffic growth targets, as stipulated in the concession documents.

- ***Payments to Government:*** The concession company made a payment to the Government of Uganda of concession fees for use of the ceded assets of a once-off entry fee of $2 million. In addition, an annual variable fee is to be paid, amounting to 11.1% of the concessionaire's gross revenues.

- ***Expected Investments & Business Growth:*** The concessionaires were expected to make a minimum, annual investment over the first five years of $1 million in Uganda. The investments were to focus on upgrading and rehabilitating the main rail line and rolling stock, growing the freight volume by 75% by year five, and maintaining it at 60% of GDP growth thereafter;

- ***Tariff Setting:*** The concessionaire was also allowed to set freight rates in both countries on commercial terms.

4.3.2 RECENT CHANGES TO THE CONCESSIONAIRE

From 2008 it became apparent to both governments that the concessions were not performing due to poor management and financial distress and that there was therefore a need of restructuring to allow new capital to be injected to procure a more professional and competent management.

After protracted negotiations with the concessionaire, and in consultation with major financiers of the transaction, concession amending deeds were signed on 25 August 2010. Amongst the highlights of the amended concession are:

New Shareholding Structure: A new shareholding structure was put in place including for the first time a Ugandan shareholder. The full details are as shown in Table 4..

Table 4.1: Rift Valley railways Stock Ownership

Rank	*Name of owner*	*Percentage Ownership*
1	Africa Railways (Egypt)	51.0%
2	Trans-Century Limited (Kenya)	34.0%
3	Bomi Holdings Limited (Uganda)	15.0%
	Total	100.0%

Management Contract: In November 2010, Rift Valley Railways Consortium signed a technical and management agreement with América Latina Logística (ALL), of Brazil, to provide RVR with key management and operational staff and to oversee the transfer of technology, including selection and sourcing of raw material and IT software and hardware.

4.4 ASSETS

4.4.1 TRACK

The operational length of railway includes the main line section of 160km between Kampala and Malaba, the 40km section of the Tororo Pakwach line between Tororo and Mbale and the 8km Kampala - Port Bell line.

The Kampala – Kasese line (333km) is non-operational awaiting full rehabilitation. It has also been removed from the concession.

The Mbale – Pakwach section of the Tororo Packwach line, although still in the concession, remains non-operational because of low commercial activity and the need for at least partial rehabilitation.

4.4.2 ROLLING STOCK

The operational rolling stock is shown in Table 4.2

Table 4.2: RVR Rolling Stock

Diesel Locomotives	43
High Open wagons	21
Covered Wagons	473 (496)
Fuel Tank wagons	200 (202)
Flat-bed container wagons	513 (552)
Low open wagons	34
Ballast Hopper Wagons	51
Other (passenger & Departmental Coaches & Wagons)	22
Total Wagons	1,314 (1,378*)

Note : Book total not supported by census*

4.5 PERFORMANCE IN 2010/11, INCLUDING SUB-SECTORAL INDICATORS

The key performance of the railway sub-sector is shown in Table 4.3, which indicates freight tonnes carried, and tonne-km run. Other sub-sector indicators are shown in Table 4.4.

Table 4.3: Freight carriage performance

Indicator	2009/2010	2010/2011	% Increase
Tonne-km	156,824,189	166,098,933	5.9
Tonnes	252,506	265,356	5.1
Average km	621	626	0.0

Table 4.4: Rail Productivity and Efficiency Indicators

Indicator	2008/09	2009/10	2010/11	% Change (209/10 to 2010/11)
Wagon Productivity (Tonne-km per wagon 000's)	100.4	88.9	111.9	26
Traffic Density (000's tonne-km/per km)	410.7	363.5	457.6	26
Cost per Tonne-km (US cents)	11.9	12.3	na	
Gross Revenue (US$)	16,424,365	14,099,254	na	
Gross Operating Costs (US$)	15,981,960	15,169,577	na	
Locomotive Availability (%)	43.2	42.0	32.5	-23
Wagon turn round time MSA-KLA-MSA (days)	13.5	28.9	27.1	-6
Staff Productivity (Tonne-km/ staff / annum)	171,925	153,894	na	
Kilometres of rail maintained	337	337	337	0
Kilometres of rail improved / upgraded	0	0	0	
Number of speed restrictions imposed	112	na	na	
Number of reported accidents *	227	354	na	
Number of fatalities	11	5	na	
Average train speed (km/hr)	na	na	na	

4.6 REVIEW OF 2010 JTSR ACTION MATRIX AND PROGRESS

Table 4.5 : Progress on JTSR Action Matrix

Sl	Issue	Action	Status at October 2011
RL1	Rehabilitation of closed Railway lines	i. Commence the feasibility study for Upgrading the Malaba-Kampala line to standard gauge ii. Complete feasibility studies for rehabilitating and upgrading of Kampala-Kasese and Tororo-Pakwatch railway lines	• Negotiations with selected bidder expected to be concluded 25th October 2011. Draft contract prepared.. • Kampala-Kasese draft Final Report expected 20th October 2011 • Tororo–Pakwach addendum signed, awaiting payment. Final report ready.
RL2	Inland Container Deport	i. Procure the supervision consultant and contractor for construction of the Rail Inland Container Depot at Mukono Railway Station.	• Draft Contract for contractor forwarded to Solicitor General Office for approval. • Evaluation report of consultancy supervision forwarded to World Bank for no objection.

RL3	Revamping of Railway Marine Services.	i. Commence the refurbishment of the "MV Kaawa" and the Dry dock.	• Draft report for refurbishment of MV Kaawa and the Dry Dock received on 5th October 2011
		ii. Commence the refurbishment of the "MV Pamba".	• Bids received in February were above the Budget. Bidders requested to extend validity period as Privatisation Unit and DRIC source for more funds.
		iii. Commence the design to re-model and expand the Port Bell and Jinja Piers.	• M/s OSK ShipTech Inc. Marine Consultant started in March 2011. Inception Report received reviewed and approved. Assessment report expected in June.

4.7 FUTURE PLANS

The medium term planned improvements to the rail sub-sector are:

- Completion of Refurbishment of MV Kaawa and MV Pamba and re-commissioning them to provide rail links between Port Bell and Mwanza.
- Refurbishment of Port Bell and Jinja Piers
- Construction of Inland Container Depot at Mukono railway station
- Re-opening and Upgrading of the Tororo-Packwach line, and extension to South Sudan
- Reconstruction and Upgrading of the Kampala-Kasese line.
- Cooperation with Tanzania to construct the line from Tanga to Musumu and operate rail wagon ferries to Uganda

4.8 CHALLENGES AND PROPOSED MEASURES

- **Lack of Legal Framework :** Continue pressing MoWT and MoFEP to resolve the impasse
- **Capacity Development for Concession Monitoring and Railway Regulation :** Appropriate international training and study tours to be conducted as identified in the Training Needs Assessment Report
- **Intermodal rail/road study** outlining the future potentials and current short comings of the rail transport mode with a view to proposing costed investment options aimed at a competitive sub sector
- **Project Financing :** Develop an PPP Project Design and Management Manual, train URC management.
- **Plan and hold an Public Design Review and Investment Conference :** To promote the three priority projects (Tororo-Packwach, Kampala-Kasese, and Kampala-Malaba)

5 AIR TRANSPORT SUB SECTOR

5.1 MANDATE

The Civil Aviation Authority (CAA) was established by an Act of Parliament, CAP 354, with the principal objective of promoting the safe, regular, secure and efficient use and development of civil aviation inside and outside Uganda.

5.2 VISION, MISSION AND CORE VALUES

The Authority is guided by its Vision, Mission and Core Values in pursuing its mandate:

- **Vision Statement:** To promote the safest, most efficient and affordable air transport system in Africa and beyond.
- **Mission Statement:** To maintain the highest standards of safety, security and service in civil aviation.
- **Core Values:** Accountability, Flexibility, People Centeredness, Passion for Technology and Quality of Service.

5.3 KEY FUNCTIONS

The functions of the Authority are:

1. To advise Government on;

    a) policy matters concerning civil aviation generally and,
    b) international conventions relating to civil aviation and the adoption of measures necessary to give effect to the standards and recommended practices under those conventions.

2. In addition the Authority is responsible for:

    a) The licensing of air transport
    b) The designation of domestic and international air carriers
    c) The provision of air navigation services
    d) The establishment, maintenance, development, operation and ownership of aerodromes
    e) The provision of rescue and fire fighting services at aerodromes
    f) The provision of assistance and information, including aeronautical information services
    g) The coordination and direction of search and rescue services
    h) The provision of facilities and services in relation to the investigation of aircraft accidents and incidents
    i) The registration of aircraft
    j) The safety regulation of civil aviation
    k) The provision, in conjunction with other agencies of Government, including the military, of arrangements to prevent or deal with all unlawful interferences with aviation security (including passenger screening) in Uganda

l) The control of air traffic
m) The certification of operators of aircraft
n) The licensing of civil aviation personnel
o) The licensing of private aerodromes
p) The provision of meteorological information to aircraft
q) The publication and dissemination of all regulations pertaining to civil aviation
r) Any other functions that may be conferred on CAA by the Minister or any other law.

5.4 ASSETS

The Authority owns and operates Entebbe International Airport (EIA), where air traffic is concentrated, and thirteen (13) other national airports namely; Arua, Gulu, Soroti, Kasese, Kisoro, Jinja, Kidepo, Lira, Pakuba, Tororo, Mbarara, Moroto, Masindi. Government gazetted Kasese, Arua, Gulu, Pakuba and Kidepo aerodromes as points of entry / exit for international flights for purposes of promoting the tourism industry.

Therefore the key assets owned by CAA are the national airports mentioned above and their associated infrastructure and equipment. These include among others:

a. Runways and taxiways
b. Aprons (aircraft parking space)
c. Communication, Navigation and Surveillance equipment (e.g. Air Traffic Control Radar, Control Tower)
d. Passenger and cargo terminal buildings
e. Approach equipment (e.g. Instrument Landing System)
f. Search and Rescue equipment (e.g. Rescue boats)
g. Fire Fighting equipment (e.g. Fire trucks)
h. Car Park infrastructure and equipment.

5.5 KEY MEDIUM TERM PLANNED ACTIVITIES/PROJECTS

The following are key projects planned for Implementation within the five year period - 2011/12 to 2015/16:

a. Development of Uganda's 20-year (2012-2031) Civil Aviation Master Plan (CAMP) with technical assistance from International Civil Aviation Organization (ICAO)
b. Expansion of Apron 1, at EIA, to accommodate additional 11 aircraft parking bays
c. Relocation of the current cargo facility to a new modern cargo centre on former MAAIF land to create space for expansion of the current passenger terminal building
d. Expansion and remodelling of the existing passenger terminal building at EIA (for both Departures and Arrivals areas)
e. Expansion of the existing airport car parking facility, including construction of a new storeyed parking facility, at EIA
f. Aviation Fuel project at EIA
g. Installation of an additional fuel tank at the existing facility
h. Creation of a holding area for 50 fuel trucks to enable storage on wheels
i. Relocation of the existing fuel facility to a new modern fuel farm away from near the terminal building and aircraft parking area

j. Construction of an aircraft maintenance centre
k. Strengthening of Runway 12/30
l. Expansion and improvement of critical airport facilities at Kasese, Arua and Gulu
m. Shopping Mall at EIA.

5.6 FIVE YEAR (2011/12-2015/16) STRATEGIC PLAN HIGHLIGHTS

CAA is required, by the CAA Act (CAP 354), to prepare a Five Year Rolling Business Plan each year. It has been tailored into three structures:

5.6.1 MEDIUM TERM POLICY GOALS

In the medium term, the plan aims at achieving the following main sector policy goals are to:

a. facilitate and promote tourism development
b. provide infrastructure for export of perishable fresh agricultural produce and light industrial goods
c. provide linkages with other modes of transport .
d. promote and attract investments in key facilities that support the air transport industry.
e. facilitate humanitarian and relief services in the country and the region.
f. Promote and support environment protection from the adverse effects of the air transport industry on the environment.

5.6.2 MEDIUM TERM CORPORATE OBJECTIVES

CAA is committed to pursuing the following medium term corporate objectives in order to:

a. enhance safety in the industry
b. enhance security in the industry
c. improve capacity utilization of the existing airport infrastructure and meet demands of growing air traffic in Uganda
d. promote competitiveness of Uganda's civil aviation industry
e. enhance the sustainability and revenue growth of CAA
f. promote quality management and assurance
g. enhance management and development of CAA's Human Resource.

5.6.3 STRATEGIC INITIATIVES FOR THE FIRST YEAR OF THE 2011/12-2015/16 BUSINESS PLAN

The strategic initiatives are geared towards promotion of competitiveness of the industry in relation to other competing players. The strategic initiatives planned for 2011/12 are:

a. Implementation of ICAO USOAP and USAP (Universal Safety Oversight Programme and Universal Security Audit Programme) corrective action plans
b. Strengthening of the regulatory function
c. Implementation of the New Staff Appraisal System
d. Acquisition of a Computer Automated Statistics Database
e. Embrace the Public Private Partnership (PPP) strategy
f. Publication of maximum capacities of all airports' facilities

g. Enhancement of Efficient management of CAA Properties
h. Innovative approach to automation of existing manual systems
i. Development of in-house surveyors
j. Review of aeronautical charges and aviation fees.

5.7 10 YEAR TRAFFIC PERFORMANCE (2000-2010)

The Table 5.1 below shows the air traffic trends for the period 1991 – 2010 at Entebbe International Airport.

Table 5.1 : Trends in Air Traffic 1991 - 2010

Year	International Passengers		Domestic Passengers		Transit PAX	Total Passengers	Cargo (Tonnes)			Commercial Aircraft Movements
	Departures	Arrivals	Departures	Arrivals			Exports	Imports	Total	
1991	57,365	61,162	2,735	2,443	32,055	155,760	1,367	5,222	6,589	5,615
2000	172,190	171,656	14,638	14,482	63,324	436,290	11,584	14,430	26,014	16,190
2001	173,313	170,409	13,105	13,239	43,250	413,316	22,761	14,331	37,092	14,459
2002	182,003	180,072	16,898	16,920	26,757	422,650	21,454	13,030	34,484	14,523
2003	207,846	208,851	21,787	22,596	31,759	492,839	23,515	12,485	36,000	17,361
2004	237,857	237,869	21,437	21,918	24,509	543,590	33,473	14,420	47,893	16,692
2005	277,546	274,307	19,087	19,837	33,107	623,884	38,231	14,180	52,411	17,253
2006	321,952	321,378	15,811	16,812	35,692	711,645	37,463	14,775	52,238	19,381
2007	389,058	392,370	12,196	13,703	34,497	841,824	40,837	22,882	63,719	21,892
2008	465,787	470,397	10,867	12,205	37,926	997,182	37,693	21,297	58,990	23,847
2009	460,153	468,899	8,721	9,188	49,434	996,395	32,726	19,916	52,642	21,619
2010	504,646	518,791	5,875	6,004	75,560	1,110,876	27,751	21,343	49,094	23,320

5.7.1 TRENDS IN THE AIR SECTOR

5.7.1.1 INTERNATIONAL PASSENGER TRAFFIC

For the last ten years international passenger traffic (arrivals and departures) has been growing at an average annual rate of 11.52% from some 344,000 in 2000 to around 1,024,000 in 2010. The factors that have contributed to this growth are:

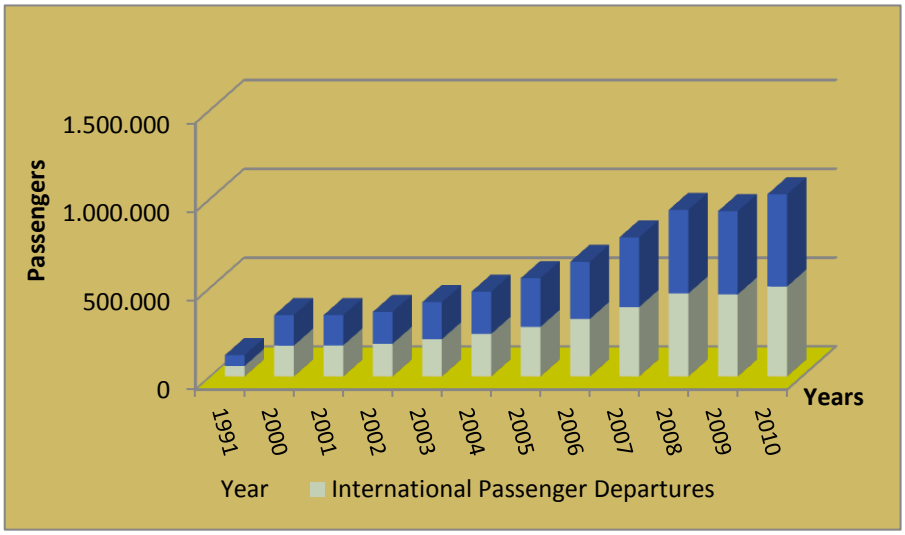


Figure 5.1 International Passenger & Arrival Departures

a. The hosting of CHOGM 2007 led to a conference on Tourism being held in the country. Subsequent to this passenger numbers have grown consistently
b. Establishment of the UN Base in Uganda (EIA) for operations in DRC, Sudan (Darfur and Southern Sudan)
c. Increased activity in the development of tourism within the country
d. Commencement of flight both in and out of EIA on strategic routes by: Emirates, KLM and Turkish Airlines

5.7.1.2 DOMESTIC PASSENGER TRAFFIC

On the domestic side, during the period 2000 to 2010, domestic air passenger traffic declined at an average annual rate of 8.58%. In absolute terms, this saw a decline in domestic passengers from 29,120 in 2000 to 11,879 in 2010. However, as can be seen, domestic traffic did register positive growth until 2003 due to insurgencies in some parts of the country, especially in the North. The return of security, beginning in 2004, saw the travelling public

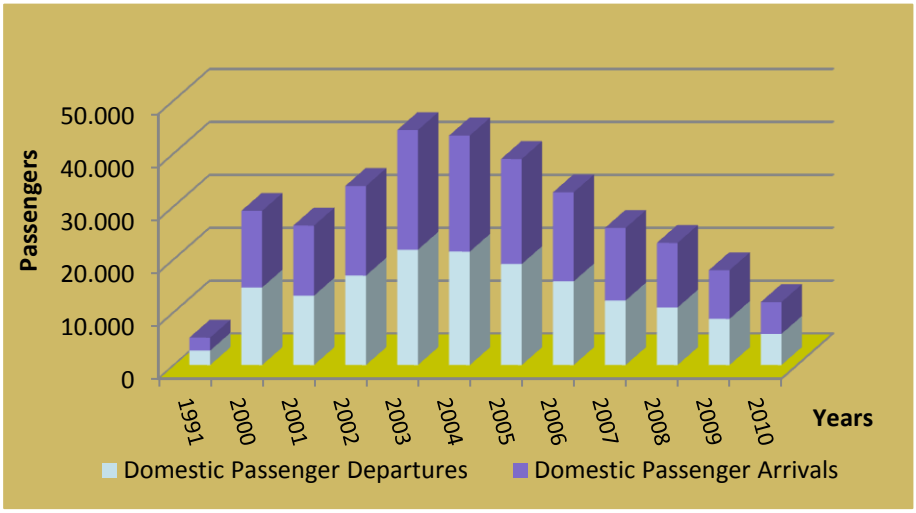
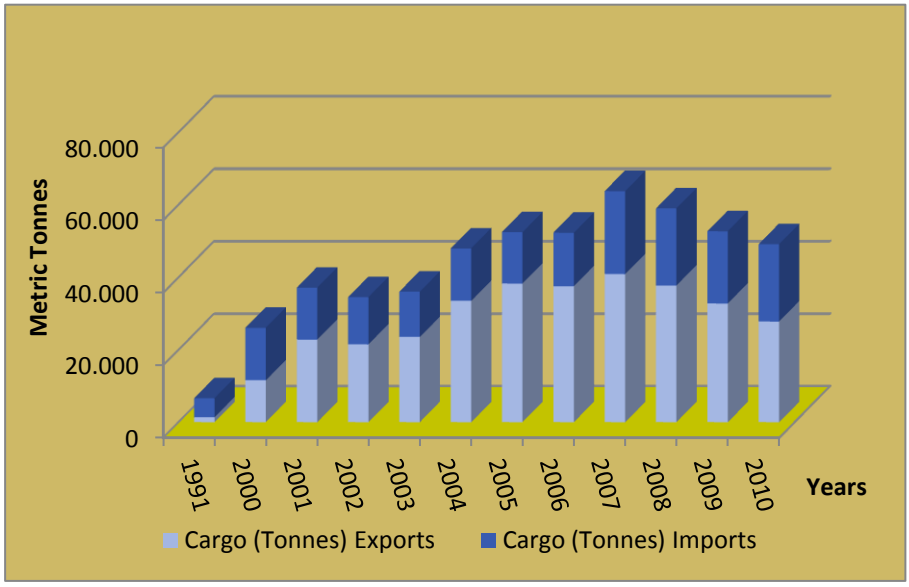


Figure 5.2 Domestic Passenger Arrivals & Departures

gradually returning to road transport which is now safe and cheaper, given improved roads. However, in the future it is hoped that further promotion and development of tourism in the country will act as a catalyst for the revival of domestic passenger movement around the country.

5.7.1.3 INTERNATIONAL AIR FREIGHT



Exports: From 2000 to 2010 export traffic grew at an average annual rate of 9.13% and increased from 11,584 tonnes in 2000 to 27,751 tonnes in 2010. Export traffic registered consistent growth up to the year 2007 due to the promotion of non-traditional exports especially; fish, fruits, flowers and vegetables.

Figure 5.3 International Air Freight

Since 2008, however, exports have declined due primarily to the financial crisis in the export markets (Europe & USA) which has affected demand. Exporters have targetted regional markets for these products, especially South Sudan, and now transport these products by road. Irrespective of these factors it is also to be noted that the volumes of certain export products have also declined due to;

i. Dwindling fish stocks in Lake Victoria due to over fishing, and,
ii. The persistent drought being experienced during this period

Imports: Imports recorded an average annual growth rate of 3.99% for the period 2000 to 2010, with a growth in tonnage from 14,430 tonnes in 200 to 21,343 tonnes in 2010. Up to the year 2003, imports by air generally declined due to stringent tax practices at EIA. Importers preferred other entry points where tax procedures were less strict. Beginning 2004, however, imports again registered an upward trend due to;

- Import of telecommunication equipment by mobile phone operators making installations within the country
- Import of construction materials and cars in preparation for CHOGM 2007

5.7.1.4 COMMERCIAL AIRCRAFT MOVEMENTS

Commercial aircraft movements have registered an average annual growth of 3.72% over the period 2000 to 2010, growing from 16,190 to 23,320. This growth can be attributed to;

i. Commencement of flights in and out of the EIA by the carriers; Emirates, KLM, Air Uganda, Turkish Airlines, Fly540 and Precision.

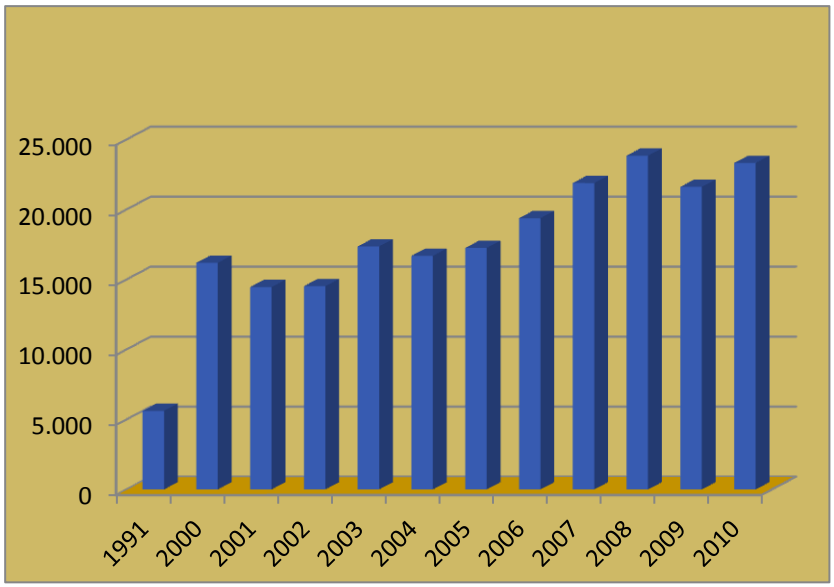


Figure 5.4 Aircraft Movements

ii. An increase in frequency of flights by the carriers; Kenya Airways, Air Uganda, South African Airways, Precision, Emirates, Rwanda Air and KLM.

iii. Participation by CAA in carrier route development in Africa and world wide

5.7.2 TRAFFIC PERFORMANCE FOR 2010/11

The performance of the air transport sub-sector is usually measured by the changes in traffic volumes namely, passengers, cargo, aircraft movements and over-flights. Table 5.2 below shows the 2010/11 air traffic performance, for EIA, compared to 2009/10.

Table 5.2 : Air Sector Performance 2010/11

Item	Actual 2009/10	Target 2010/11	Actual 2010/11	Performance (%)
International Passengers	968,348	1,045,816	1,048,507	100.26
Domestic Passengers	14,544	14,980	10,927	72.94
Exports (Tonnes)	29,937	32,931	26,444	80.30
Imports (Tonnes)	21,185	21,821	20,221	92.67
Commercial Aircraft Movements	21,781	22,434	24,051	107.21
Over-flights	8,825	9,090	10,625	116.89

The target for Domestic Passengers was not met mainly due to improved security in the North as well as improved roads to most of other upcountry destinations. As noted earlier, with improvements to the road network, the travelling public has, as a result, moved to road transport which is less expensive.

5.8 PROGRESS ON 2010 JTSR ACTION MATRIX

a. Complete the master plan for Kasese International Airport development including the review of the earlier designs based on new design aircraft: Consultancy resumed, after clearance from PPDA, and the interim / inception report was received by CAA in September 2011.
b. Complete the master plan for Gulu Airport: Consultancy resumed, after clearance from PPDA, and the interim / inception report was received by CAA in September 2011.
c. Complete the land acquisition for Arua Airport: Survey work was completed and consultation with the current occupants and the local leadership commenced. Valuation of property for compensation will follow.
d. Review the Entebbe International Airport Investment Plan: Preliminary in-house preparations are ongoing whereas the consultancy is to commence soon with technical assistance from ICAO.

5.9 CHALLENGES/CONSTRAINTS AND PROPOSED MEASURES

The main challenges that still hinder growth in the Civil Aviation Industry in Uganda are:

a. Inadequate land for the proposed airport expansion projects, particularly at Entebbe International Airport.
b. Lack of strong home-based airlines that would facilitate the development of Entebbe International Airport (EIA) into a hub.
c. Unfavourable taxation initiatives that contravene international conventions, agreements and policies, such as VAT, Corporate Tax on Airport Passenger Service Charge.
d. Management of Regulatory and Non-Commercial Services. Examples are: Search and rescue services, provision of security services, aircraft accident investigation, rescue and fire fighting services
e. Financial burden of maintaining non-commercial services especially the upcountry aerodromes
f. High price of Aviation fuel as compared to airports in neighbouring countries. This pushes air transport costs up
g. High cost of shifting from terrestrial to satellite based Communication, Navigation, Surveillance / Air Traffic Management (CNS/ATM) systems
h. Dwindling fish stocks in L. Victoria which affect exports through EIA
i. Security threats by terrorist groups both regional and international.

6 MARINE SUB SECTOR

6.1 INLAND WATER TRANSPORT

6.1.1 BACKGROUND

About 17 % of Uganda's surface area is covered by water or swamp, and there has been a long history of water transport on the lakes (especially Lakes Victoria, Kyoga, and Albert), and on rivers (principally on the Nile). Up to 1962, steamer services still operated between many Ugandan, Kenyan, and Tanzanian ports on Lake Victoria; between Namasagali and Atura, both on the Victoria Nile, via several ports on Lake Kyoga; and between Butiaba on Lake Albert, other Ugandan and Congolese ports on Lake Albert, and Nimule, just over the Sudan border on the Albert Nile.

From the 1960s, the traditional Water Transport declined rapidly, as road Transport spread through the country and especially after disastrous flooding in the 60s which destroyed vessels and many landing facilities. The main hub ports such as Port Bell, Namasagali and Butiaba never operated again, though roll on/off railway wagon ferries were introduced by East Africa Railways and Harbours to ship loaded wagons. These services also largely collapsed with the East African community in 1977 but resumed in 1985 with Uganda Railways Corporation. Since 2005, however, the new service again reduced following the sinking of one of the wagon ferries MV Kabalega.

6.1.2 PRESENT SITUATION

The present-day inland water transport system has three (3) main components, namely:

a. Wagon ferry services on Lake Victoria between ferry terminals of the three East Africa countries, now including terminals at both Port Bell and Jinja.

b. A number of short-distance road vehicle ferries across rivers and lakes, acting as 'road bridges' between adjacent parts of the road network.

c. Other lake and river services which, apart from a regular shipping service between Nakiwogo (near Entebbe) and Lutoboka on the Ssese Islands, are generally informal sector operations by individually owned motorised canoes.

6.1.3 TRANSPORT SERVICES AND INFRASTRUCTURE

6.1.3.1 WAGON FERRIES

Ugandan wagon ferries, and the terminals at Port Bell and Jinja, were included in the railway concession from November 2006, and are, therefore, now be operated by Rift Valley Railways (RVR). Provision of US$ 2.4 million has been made under an IDA project for the out-of-class ferries to be rehabilitated for return to service.

6.1.3.2 ROAD BRIDGES

Vehicle ferries are operated as 'road bridges' at the following seven crossings on the River Nile and Lakes Victoria and Albert

a. Bukakata-Luuku (Lake Victoria),
b. Nakiwogo-Kyanvubu (Lake Victoria),
c. Kiyindi-Buvuma (Lake Victoria),
d. Masindi Pon-Kungu (Victoria Nile),
e. Paraa Ferry (Victoria Nile),
f. Wanseko-Panyimur (Lake Albert)
g. Laropi-Umi (Albert Nile).

Of these, only the Paraa ferry is located in Murchison Falls National Park, and is operated by the Uganda Wildlife Authority (UWA) and the rest are under UNRA.

The crossings at Laropi, Masindi Port, akiwogo, and Paraa are all short 1-2kms or less, with longer crossings at Bukakuta (8 krn), Kiyindi-Buvuma (8 km) and Wanseko-Panyimur (16 krn). They are operated by pontoons of between 40 and 120 tonnes capacity, with 60 tonnes and 80 tonnes ferries at most of the crossings.

New road bridges are also to be added to the network, which will enhance its connectivity. These include a new crossing over Lake Kyoga between Lwarnpanga and Narnasale, and a crossing of the Victoria Nile north of Jinja between Nabuganyi and Mbularnuti. The latter is at the site of a former privately owned ferry which ceased operations in 1994. Lengths of the new crossings will be 1km and 20 km respectively.

6.1.3.3 FERRY

Besides the wagon ferries and road bridges, the only other formal service is a regular ferry, the MY *'Kalangala',* recently introduced between Nakiwogo, near Entebbe, and Lutoboka in the Ssese islands. This carries vehicles as well as passengers and cargo.

6.1.3.4 PRIVATE OPERATORS

Otherwise, informal services are provided on [he lakes and rivers by private operators in motorised canoes, mostly open boats of about 15-passenger capacity, which carry passengers, livesrock and goods across lakes and on rivers, especially the Albert Nile between Pakwuch and Nimule. These vessels are often grossly overloaded, which endangers the passengers with serious marine accidents

Besides the main lakes (Victoria, Kyoga and Albert) and the Nile, informal services are also operated on the smaller waterways, including Lakes Edward, George, Bunyonyi and Bisina, and the Semliki, and Kafu rivers.

6.1.4 Key Medium Term Planned Activities/Projects

The following are key projects planned for Implementation within the five year period - 2011/12 to 2015/16:

a. Improvement of port facilities at Portbell and Jinja piers
b. The replacement of MV Kabalega
c. Refurbishment of MV Kaawa and MV Pamba
d. Improvement of ferry services on the already existing routes
e. Carry out a feasibility study on improvement of Transport services and Infrastructure on the islands of Lake Victoria and the mainland.
f. Feasibility Study to introduce ferry services between Butiaba to oil fields in Albertine catchment area on Lake Albert.
g. Feasibility study to introduce a second ship between Nakiwogo to Lutoboka landing sites on Lake Victoria

6.1.5 PROGRESS ON 2010 JTSR ACTION MATRIX

Connectivity of Islands on Lake Victoria: Procurement is in advanced stages (bids are under evaluation) to procure consultant to prepare a concept note for a long term strategy and development plan for provision of transport services and infrastructure between the islands of Lake Victoria and the mainland.

6.1.6 CHALLENGES AND CONSTRAINTS

Infrastructure: Ports and Landing sites

- Shoreline infrastructure is largely basic and dilapidated. Many ports and landing sites having never recovered from the serious flooding of the mid-1960s;
- Land access to landing sites is often poor and remote. Water access to landing sites is also sometimes poor, especially where lakes or rivers are affected by water hyacinth;

Main Action : Preliminary designs of piers at Port Bell and Jinja are on-going. Funds are needed for financing rehabilitation work.

Infrastructure: Vessels

- Vessels are often in poor condition. This includes the Ugandan wagon ferries which were withdrawn from service, pending rehabilitation. Thus greatly reduces overall ferry capacity on Lake Victoria.

Main Action : Rehabilitation of MV Kaawa and MV Pamba wagon ferries and dry dock is expected to be completed early 2012

Service Level and Security

- Overloading of vessels frequently occurs which is symptomatic of a loosely managed sub sector. There are often fatal accidents on the lakes and rivers
- Navigation routes are archaic and need to be re-surveyed, and navigation aids are often damaged or missing or, if existing, may no longer mark the most appropriate channels.
- Severe capacity constraints prevent effective enforcement of standards and regulation
- Search and rescue capacity on the waterways is poor.

Main actions:

- Connectivity of Islands on Lake Victoria: Study of long term strategy and development plan for provision of transport services and infrastructure between the islands of Lake Victoria and the mainland will start next year.
- Government invested UGX 6.0 billion in ferry improvements in 2010/11. This coupled with professional management by UNRA is leading to better services.
- A study on the navigational routes on Lake Victoria has been concluded by EAC secretariat and financed by World Bank. This will be followed by installation of navigational aids, also to be financed under EAC.
- The process to review the Inland Water Transport Act has commenced.
- Development of regulatory framework for licensing of vessels and operators is being planned.

7 URBAN TRANSPORT SUB SECTOR

7.1 MANDATE

The Urban Transport framework is derived from the "Transport Sector Policy and Strategy Paper" of 2001 which seeks to support the overall Government principals of eradicating poverty, liberalising the economy and decentralising public sector responsibilities. The urban transport strategy is contained in the National Transport Master Plan (NTMP) and the transport plan for Greater Kampala Metropolitan Area (GKMTP).

Urban Transport management at the moment is private sector led with the Ministry of Works and Transport responsible for;

- Transport policy formulation within the framework of national and regional transport goals, objectives and strategies.
- Provision of higher- level planning directives and guidelines to the transport sub-sectors
- Coordination of policy and NTMP and GKMTP implementation
- Overall regulation of the transport sector
- Monitoring, evaluation and reporting of transport Sector performance
- Transport sector data base management

7.2 OBJECTIVES

The sub-sector is anchored under the department of Transport Services and Infrastructure hence undertakes the objectives of the department which are to:

- Plan, develop and maintain efficient and effective transport services and infrastructure
- Enhance integration of transport services to National Development Plan pillar of production competitiveness and increased incomes
- Decongest the GKMA as a means of reducing poverty and increasing the economic growth of Uganda

7.3 KEY FUNCTIONS

The functions of the sub-sector:

a. Promote effective and safe efficient transport services

b. Develop polices and guidelines for transport services

c. Conduct social surveys to be able to advise government on the best transport modes

7.4 KEY MEDIUM TERM PLANNED ACTIVITIES/PROJECTS

The sub sector is implementing the recommendations of the National Transport Master plan including that for the Greater Kampala Metropolitan Area. The sub sector under took the pre-feasibility study for a Bus Rapid Transit (BRT) network which was concluded in 2010. The study recommended that a BRT system was feasible in GKMA and the sub sector thus gone ahead to engage consultants to carry out a feasibility study and design of the BRT system, funded by the World Bank. The study is expected to be concluded early in 2013, followed by the construction of the pilot route.

The pilot route will be of 14km in length and runs from Bombo Road- Kampala Road -Jinja Road -Yusuf Lule road - Haji Kasule road- Northern Bypass junction near Bwaise to Northern Bypass junction in the near Kireka then, a BRT spur will be provided from Kampala Road through the Kibuye roundabout to Namasuba on Entebbe Road.

Related to this, the sub sector is to implement the Metropolitan Area Transport Authority (MATA). MATA will act as a single-purpose urban transport authority within GKMA, responsible for transportation planning, policy implementation, and regulatory enforcement.

The Ministry has received bids from firms to prepare draft principles for the MATA Bill and the services are expected to be completed by the beginning of FY 2012/13.

7.5 FIVE YEAR (2011/12-2015/16) STRATEGIC PLAN HIGHLIGHTS

Under the urban transport plan, the Government will in the next five to seven years implement the routes within the BRT system to enhance public transport within the GKMA. The planned routes include:

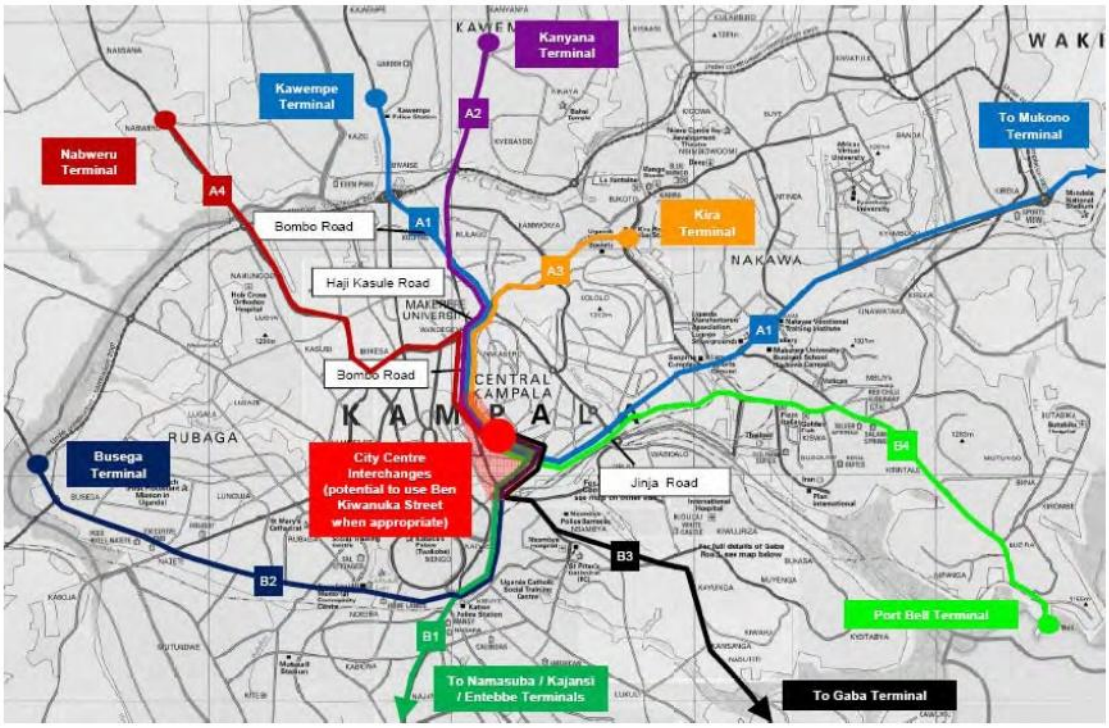
1. Pilot Route and extensions to Kawempe and Mukono
2. Gayaza Road
3. Kiira Road
4. Hoima Road
5. Masaka Road
6. Gaba Road
7. Port Bell Road

The Government is also to implement and support the introduction and the necessary infrastructure to facilitate a Non-Motorised Transport network to complement BRT system and act as feeder and distributor during the implementation of various infrastructure plans in the coming period.

Also related to the BRT system, a study on fares collection modalities to determine costs, feasibility, affordability, and revenue integrity of available options will be undertaken to facilitate the management of the BRT.

Long Term BRT Vision

A long term BRT vision is presented which illustrates how routes could be phased to reach an overall city wide BRT network, as illustrated below:



7.5.1 MEDIUM TERM STRATEGIES

In the medium term, the plan aims at implementing the following main sub-sector strategies:

- Re-organisation of public transport and use high-capacity buses to reduce congestion;
- Improve the attractiveness of public transport, including park-and-ride, in order to provide a viable alternative to private car use;
- Improve the quality of public transport, at lower fares, to provide a better service in the evening peak in order to attract commuters;
- Increase public transport operators' earnings through higher productivity and economies of scale;
- Ensure environmental and safety gains for all citizens.

7.5.2 TRENDS IN THE SUB SECTOR

The trend towards to increased motorisation shows no sign of declining in the short to medium term. The current trends are resulting in:

- Many junctions, such as Nakumatt, Jinja Road, Clock Tower, and Makindye, operating at or close to capacity throughout the day, and during long periods of weekends;
- Car parking on sidewalks, and in parking bays where there should be sidewalks, providing evidence that motor vehicles are more important than pedestrians; and
- Decreasing quantity and quality of pedestrian public spaces as a result of motorisation.

7.5.3 PROJECTIONS

Table 7.1 shows the projected vehicle fleet in country. Currently around 70% of the fleet is on the road in Kampala, and this proportion is expected to remain in the future. The forecast suggests a five-fold increase in the vehicle fleet in the 20-year period 2010 to 2030. The table indicates that unless there are significant interventions, traffic will more than double in the ten year to 2020. This reinforces the need to implement a high quality public transport strategy without further delay.

Table 7.1 : Vehicle fleet projections ('000's) 2000/2030 (Without Traffic Demand Management)

Year	2000	2005	2010	2015	2020	2025	2030
Motorcycles	74.5	83.8	139.7	222.3	343.9	529.5	814.7
Cars	53.9	42.9	61.4	89.9	128.7	183.1	260.5
Pick-ups and 4WDs	46.3	33.1	42.7	57.3	75.1	97.8	127.3
Minibuses	17.1	15.2	25.7	45	77.4	132.8	227.9
Buses	0.9	0.7	1	1.3	1.6	2.1	2.6
Trucks and others	18.5	14.1	20.9	32.8	50.7	78.1	120.1
Total	211.2	189.7	291.3	448.6	677.5	1023.4	1553.1

7.5.4 RECOMMENDATIONS

a. Irrespective of strategies to improve public transport, there is an urgent need to improve the quantity and quality of infrastructure to accommodate both private and public transport.
b. There is a need for strong **modal integration –** with BRT as part of the answer to transport problems in the city
c. Some of the deficiencies in road infrastructure can be tackled in the short-term in the form of low cost measures to repair potholes, improve road furniture, and markings, and install traffic lights. Basic road maintenance and traffic management can avoid the need for expensive road building.
d. The Government will consider the introduction of an **urban transport investment fund**, to be funded by road users in line with amount of congestion that they cause. The

aim of the fund will be to provide resources for urban transport designed to reduce congestion, and support local traffic schemes;

e. A critical mass of public and private capital need to be brought together for transport infrastructure investments; and
f. Improved enforcement of traffic regulations is needed to support the above initiatives.

7.6 PROGRESS ON 2010 JTSR ACTION MATRIX

i. The sub-sector was supposed to commence on the study to institutionalise framework of the Metropolitan Area Transport Authority.

The study will start in early 2012 and is expected to be completed by mid-2012.

8 PUBLIC WORKS

The Department comprises the office of the commissioner and four divisions namely: Architectural, Quantity Surveying, Electrical Engineering and Civil / Structural Engineering Divisions.

8.1 MANDATE

The mandate of the Department is to manage Public Works including government public buildings as well as to promote good standards in the construction industry.

The key functions of the department are;

a) Initiating and developing feasibility studies, terms of reference, works standards, and specifications for building construction and repair works;
b) Providing technical, advisory and supervisory services to central Government, Non-Government Organizations (NGOs), Community Based Organization (CBOs) and the Public;
c) Preparation and or ensuring preparation of architectural and engineering designs, details, bills of quantities, solicitation / tender documents, costs and time control and analysis, final accounts for Government building projects so as to ensure observance of building regulations and standards;
d) Supervision and monitoring construction works of Government building undertaken by Consultants and Contractors;
e) Ensuring structural safety of buildings and presentation of the related environment as well as catering for requirements of people with disability;
f) Ensuring quality standards of buildings and construction materials in the construction industry through supervision of works to ensure conformity with the set standards;
g) Ensuring safe electrical installations in the country through dissemination of information and testing of installations;
h) Providing technical support services to local government so as to facilitate capacity building;
i) Promoting the develop of local contracting capacity through ensuring their participation in contract implementation;
j) Ensuring safe and effective installation of water, gas, plumbing and drainage in buildings through supervision and testing for compliance;
k) Monitoring and evaluating the implementing of national policies, plans and programs for safe and efficient work;
l) Initiating and reviewing laws and regulations on works;
m) Enforcing compliance to national policies, laws, regulation, strategies and guidelines on works;
n) Monitoring and evaluating the performance of statutory bodies under the Ministry; and
o) Providing technical support for contract works, including construction and maintenance undertaken by other Government Ministries, departments and Agencies.

8.2 VISION, MISSION AND OPERATING PRINCIPLES

The Vision, Mission and Operating Principals are derived from those of the Ministry with the vision being to provide;

"Reliable and Safe works, and Services therein"

In terms of its mission, this is identified as ;

"To Promote adequate, safe and well maintained works and transport infrastructure and services therein for social economic development of Uganda"

8.3 2010/11 PERFORMANCE

A number of building contracts were supervised including construction works at State House Entebbe, Kyabazinga's Palace, Gen. Tito Okello's House in Kitgum, office block to house Office of the President, Soroti Civil Aviation Academy, Arua Materials Laboratory, fishing landing sites, upcountry Police Stations and Central Mechanical Workshops – Kampala.

8.4 CHALLENGES AND PROPOSED MEASURES

- The Department is struggling to address the many requests from MDA's with existing staff resources
- Need for staff training on application of PPDA and other regulations

9 CONSTRUCTION STANDARDS & QUALITY MANAGEMENT

The Construction Standards and Quality Management Department of the Ministry of Works and Transport, comprises two Divisions and an Environmental Liaison Unit (ELU). The Quality Assurance Division and ELU are located in Entebbe while Materials Testing and Research (MTR) Division is located at Kireka in Kampala. The MTR Division has upcountry materials testing laboratories in Arua, Gulu, Mbale, Jinja, Mbarara, and Fort Portal.

9.1 MANDATE

The mandate of the department is to:

a. Develop adequate engineering specifications and standards;
b. Promote good standards in the construction industry;
c. Undertake research and materials testing in the construction industry;and
d. Promote integration of crosscutting issues namely; Environment, Gender, HIV/AIDS, Occupational Health and Safety and Disability in the sector;

9.1.1 CORE VALUES/PRINCIPLES

Adhering to defined rules, standards and guidelines of the respective disciplines, exhibiting professionalism, competence and honesty.

9.1.2 KEY FUNCTIONS

The Department is responsible for the following:

a. Monitoring implementation of the Ministry's Quality Management (Business Excellence) System;
b. Undertaking technical and management audits of road and infrastructure programmes and projects;
c. Coordinating the development and strengthening of the National Construction Industry (NCI);
d. Developing and reviewing Engineering Specifications, Standards, Manuals and Guidelines;
e. Testing construction materials and carrying out quality control at construction sites to ensure compliance with specifications;
f. Carrying out geotechnical investigations to establishing ground (soils) conditions at construction sites;
g. Carrying out road pavement evaluations to determine pavement conditions relevant for planning and designing maintenance and remedial measures;
h. Carrying out research activities on construction materials aimed at promoting their usage, e.g. by developing appropriate specifications and guidelines; and
i. Ensuring Integration of Environmental, Gender, HIV/AIDS, Occupational Health and Safety and Disability concerns in the Sector.

9.2 PERFORMANCE 2010/11

9.2.1 OPERATIONALISATION OF THE NATIONAL CONSTRUCTION INDUSTRY POLICY

Government launched the National Construction Industry (NCI) Policy on 6 May 2011 aimed at improving coordination, regulation, and development of the National Construction Industry. Further the Policy aims at putting in place an effective institutional framework to address the current weaknesses in the construction industry.

The Policy objectives are:

a. Harmonising roles and responsibilities of the public and private sectors for effective management of the national construction industry;
b. Establishing a Uganda Construction Industry Commission (UCICO) to regulate and coordinate the construction industry, establishing a stable and secure regulatory framework and supporting the development and operations of the professional actors in the national construction industry;
c. Developing and strengthening capacity of local firms for effective participation in the construction industry;
d. Facilitating local firms in the construction industry to access equipment, credit and work;
e. Promoting new and appropriate technologies in construction and maintenance of physical infrastructure facilities aimed at creating employment opportunities;
f. Removing restrictive practices to participation of marginalised groups in the construction industry; and
g. Ensuring that the national construction industry supports sustainable economic and social development of the country and that environment is protected in the process of planning, design, development and maintenance of physical infrastructure facilities.

The drafting Principles for a Bill to establish UCICO were approved by Cabinet in 2010 and submitted to the Ministry of Justice and Constitutional Affairs (MOJCA) to prepare a UCICO Bill. A draft Bill was submitted by MoJCA to the Ministry whose review is on-going. The Ministry expects to submit the draft Bill to Cabinet by the end of December, 2011.

The EU is supporting the NCI under the CrossRoads Project and a Secretariat is already in place. A Road Industry Council (RIC) has been established under the CrossRoads project to oversee coordination of the industry in the roads sub-sector. The RIC is a precursor to the Uganda Construction Industry Commission (UCICO) which will be established to coordinate and regulate the industry.

The NCI Policy document was widely disseminated to stakeholders in the industry for implementation.

9.2.2 AMENDMENTS TO THE ROADS ACT AND ACCESS TO ROADS ACT

The Roads Act (1964), Chapter 345, was enacted to provide for the establishment of road reserves and maintenance of roads while the Access to Roads Act, Chapter 346 (1964), relates to access to roads. The two Acts are being amended to take into account changes in technology and current requirements in the development, maintenance and management of roads.

The process to amend the Acts commenced last year. Draft Principles were submitted to the Ministry of Justice and Constitutional Affairs for review prior to submitting them to Cabinet, which is expected to be done by end of December 2011.

The proposed amendments to the Acts include:

a. Provisions for establishment and protection of road reserves; development, management and maintenance of roads; financing of roads; access to roads and other related matters;
b. Defining the width of a road reserve and right-of-way in accordance with the current road classification system. The width of reserve to be increased from 15m to 30m from the centre line of a road including a provision for demarcation of road reserves instead of imaginary lines;
c. Provision for beautification, outdoor advertising and any other relevant road furniture to be erected in a road reserves;
d. Provisions for fines and penalties for offences committed on or within the road or reserve;
e. Provision for the width of road access to be commensurate with the road classification system;
f. Defining classification of roads and their declarations according to administrative and functional criteria; and
g. Provision for acquisition of land in public interest for development of public roads that empowers road authorities to manage such land and a provision for all acquired road reserves to be surveyed, mapped on cadastral maps and physical demarcations to deter the public from encroaching on such land.

9.2.3 REVISION OF ENGINEERING ROAD DESIGN MANUALS AND SPECIFICATIONS

The engineering road design manuals issued on 1993 were revised by the Ministry to incorporate changes in technological developments and requirements for provision of adequate and safe roads infrastructure. The revised manuals and specifications were launched on 6 May, 2011. The sets of manuals include:

a. Road Maintenance Specifications;
b. Geometric Design Manual;
c. Drainage Design Manual;
d. Pavement Design Manuals (Part I: Flexible Pavements; Part II: Ridged Pavements; Part III: Gravel Roads; Part IV: Pavement Rehabilitation);
e. Bridge Design Manual;
f. Road Maintenance Management Manual ;and

g. Road Project Implementation Manual

9.2.4 MAINSTREAMING OF CROSS-CUTTING ISSUES IN THE SECTOR

The Environmental Liaison Unit (ELU) of the Ministry was established in 2001. The Unit is responsible for mainstreaming of cross-cutting issues (gender, environment, HIV/AIDS, occupational health and safety, people with disabilities and elderly persons) in the Ministry policies, programmes and plans.

Since establishment of ELU, a number of activities have been undertaken. The key ones include:

a. Developing manuals for integrating cross-cutting issues on feeder roads. One of the volumes for District Manuals was printed and disseminated to local governments in 2004;
b. The Ministry launched the General Specifications for Road and Bridge Works "January 2005" and revoked the "November 1992" version. The series 1700-1800 of the new specifications provide for cross-cutting issues of environmental protection, waste disposal, occupational health and safety, HIV/AIDs and gender.
c. Policy statements and guidelines for mainstreaming cross-cutting issues in the roads sub-sector were developed, printed and disseminated to districts, and consultants, contractors and other key stakeholders in 2008;
d. Road Subsector EIA guidelines were prepared, printed and distributed to stakeholders in 2008;
e. A total of 80 districts have to-date been trained in mainstreaming of cross-cutting issues in the roads sub-sector. The district staff who benefited from the training include Engineers, Environment Officers, Gender Officers and HIV Focal Persons;
f. A communication strategy for mainstreaming of cross-cutting issues in the transport sector was developed, printed and distributed to stakeholders in 2008;
g. A total of 58 no. district local governments were monitored for compliance to standards in execution of road works. Regional workshops were held for the audited districts to give feedback on key findings of the audits.

9.2.5 TECHNICAL COMPLIANCE AUDITS

A total of 58 District Local Governments were monitored to assess the extent to which they complied with set engineering standards and specification in delivery of roads infrastructure. Table 9.1 provides a summary of the districts covered under the compliance audits

Table 9.1 : Technical Compliance Audits of Local Governments

Region	Districts audited	Fairly compliant districts
Central (12 districts)	Luwero, Mpigi, Mukono, Mityana, Masaka, Rakai, Mubende, Kayunga, Kampala, Kiboga, Nakaseke, Nakasongola	Mpigi, Kampala, Masaka, Mubende
Eastern (16 districts)	Butaleja, Kamuli, Mbale, Soroti, Iganga, Jinja, Mayuge, Bugiri, Budaka, Pallisa, Namutumba, Tororo, Busia, Amuria, Katakwi, Moroto	Nil
Northern (15 districts)	Apac, Gulu, Kitgum, Lira, Amuru, Pader, Maracha, Koboko, Oyam, Moyo, Adjumani, Yumbe, Amolatar Kaberamaido, Dokolo	Nil
South Western (12 districts)	Bushenyi, Kabarole, Kamwenge, Mbarara, Ibanda, Isingiro, Kabale, Kisoro, Kanungu, Rukungiri, Ntungamo, Kiruhura	Bushenyi, Kabarole, Kamwenge, Ibanda, Isingiro, Kabale, Kanungu, Rukungiri, Ntungamo, Kiruhura
Western (3 districts)	Hoima, Kasese, Kyenjojo	Nil

The level of adherence to standards and specifications by the Districts is extremely low. The compliance was registered in only 14 of the 58 districts audited. The short-comings were as follows:

a. Road rehabilitation works are carried out without proper designs;
b. Road inventory and condition survey are not undertaken by most districts.
c. Many of the District Local Governments no longer use the issued RAMPS tool for preparation of Annual District Road work plans (ADRWP) and quarterly reports
d. Quality control and materials testing on road Projects is not carried out. This cast doubt on the quality of some of roads rehabilitated/regravelled.

9.2.6 MATERIAL TESTING AND RESEARCH FUNCTION

The materials testing services to the construction industry are demand driven. The services are provided at the Central Materials Laboratory (CML) at Kireka, Kampala The CML was established over 50 years ago and has remained a small establishment. Its six upcountry materials testing laboratories in Mbale, Gulu, Arua, Fort Portal, Mbarara and Jinja are similarly small establishments with much of the services provided in Kampala. Further, the laboratories are ill-equipped with only a few pieces of basic laboratory testing equipment most of which is very old or almost obsolete and requiring replacement. The research function is similarly weak.

The construction industry has been experiencing rapid growth which has generated increased demands for laboratory services surpassing the current capacity of CML. There is therefore urgent need to strengthen and develop the capacity of CML to ensure proper management of its functions and effective delivery of services to the construction industry.

In regard to performance, assorted laboratory equipment for CML was procured and delivered to the Laboratory in February, 2011. The Arua laboratory was refurbished with some

minor expansion to the facilities. Services rendered this financial year include: 190 no. materials and quality assurance test reports and 8 no. geo-technical investigation reports.

In the recent past the research has focused on developing standards and construction procedures for low-cost and low-volume roads. Guidelines for quality assurance procedures and specifications for labour-based road works were developed in collaboration with the Transport Research laboratory of UK. Currently low-cost sealing options for low-volume roads are being developed in collaboration with Mt Elgon Labour-based Training Centre, Mbale.

9.3 CHALLENGES AND CONSTRAINTS

The main challenge and constraint of the department is inadequate capacity in terms of personnel, equipment, reference materials and infrastructure facilities for the materials testing and research laboratories to adequately provide the required quality assurance services to the clients in the construction industry.

There is need for technical assistance to improve its capacity to operate and manage its functions. This can be achieved through training of its staff in all laboratory functions, with special emphasis being given to research in locally available construction materials; setting up of satellite unit for survey and location of road and building construction materials; development of a road pavement management system; skills development for equipment calibration and maintenance; data processing and management.

9.4 SHORT AND MEDIUM TERM PLANS

In the short to medium term the Ministry plans to:

a. Improve the materials testing function by equipping laboratories with specialized machinery and equipment;
b. Conduct a study to strengthen the materials testing and research function;
c. Carry out repairs and expand the Central Materials laboratory and upcountry stations;
d. Strengthen research in materials and construction methods;
e. Continuously review and develop engineering standards with focus on for low-cost sealing options for low volume roads; and
f. Collaborate with sister Institutions in the Region especially on research activities.

10 CROSS CUTTING ISSUES

The ministry plans to update formats for the collection of cross cutting data and also develop a system for data processing and analysis. A communication strategy involving sensitisation of key stakeholders has been prepared.

10.1 ENVIRONMENT

The Environmental Management Act provides for systematic Environmental Impact Assessment (EIA) studies for all major infrastructure projects.

The ministry plans to implement its environmental management framework and disseminate EIA guidelines for the road sub sector.

UNRA has mainstreamed environment management in all its operations from the project design stage, through implementation and during maintenance operations. The implementation of mitigation measures and monitoring of environmental compliance is spearheaded by a Safeguards Unit. The formal adoption of the UNRA Environment al and Social Management System will greatly improve the performance and consistency of the approach of service providers. The system ensures that: social and environmental aspects are considered in alternative alignment analysis; infrastructure designs address impacts; appropriate conditions of contract, specifications, measurement and payment methods are incorporated into works contracts; resettlement action plans are developed and followed for all involuntary resettlement and compensation and; monitoring of construction activities is undertaken.

10.2 HIV/ AIDS

The transport sector is considered to be one of the most vulnerable sectors to the AIDS epidemic being a sector that facilitates mobility and is characterised by highly mobile working population, be they employees of public sector services, cross border operations, transport service providers or contractors.

A HIV policy and strategy for MoWT has recently been approved and is due to be launched. It comprises the road, rail, water and air transport sub-sectors, and includes key affected populations in the sector, and the agencies and companies that build, maintain and provide services to the sector, such as; construction companies, fuel stations, truck, bus and taxi stops, border crossings, port areas, train stations and airports.

The policy is built around three main pillars, namely: prevention; treatment, care and support programmes, and; mitigation of the impact of the epidemic. The aim of the policy is to provide guidelines for the coordination, implementation, monitoring and evaluation of the individual workplace programmes in the works and transport programmes. It builds on a variety of policy and strategy statements including the roads sub-sector HIV/AIDS policy statement of January 2008.

An immediate challenge is the formulation of key performance indicators and tracking them on a regular basis during implementation. This must include funds spent as an important

indicator of resources made available. Currently HIV/AIDS activities are underfunded. Arrangements for costing the strategy are being made. Use of money from the Global Fund has been coordinated with MoH.

Guidelines have been developed by the Ministry for mainstreaming of HIV/AIDS issues in the road sub sector and disseminated to 80 districts and other stakeholders. Quarterly monitoring of compliance will be conducted.

10.3 GENDER

The overall goal of the national gender policy is to mainstream gender into the national development process and reduce inequality in decision making and economic activities. In the road sub-sector the potential direct effect of road works on gender is greatest in construction and maintenance works, where there is an opportunity to increase the number of women employed. This is particularly important in the rural road sub-sector, where labour-based work methods are an effective driver for local employment, especially for women.

The indirect effect on gender in the road sub-sector is through improvements in accessibility and mobility, particularly at the local level where women spend a considerable time walking long distances for domestic purposes and where poor access and lack of a means of transport can impact significantly on maternal health. Improving access and mobility, however, involves a number of dimensions around transport infrastructure, availability and affordability of safe transport services.

The Ministry has developed policy statements and guidelines for mainstreaming of gender issues in the road-sub sector. Copies have been disseminated to districts (80), contractors, consultants and other stakeholders. UNRA is in the process of developing a framework for monitoring and evaluating its implementation.

The current split of employees within the Ministry of Works and Transport is as shown in Table 10.1

Table 10.1 : MoWT Employees by Gender

Item	Male	Female	Total
Number	384	125	509
Percentage	75.4%	24.6%	100%

ANEXURES

GAPR PERFORMANCE INDICATORS

SECTOR:	WORKS AND TRANSPORT							
	CODE	DESCRIPTION	target FY 09/10	actual FY 09/10	TARGET FY 10/11/	ACTUAL/ 10/11	AMOUNT SPENT	EXPLANATION FOR STATUS
OUTCOME 1:	Road network in good condition							
	INDICATORS							
1	% of unpaved urban roads in fair to good condition		75	60	70	55	N/A	The number of urban councils increased from 102 to 189 and the new urban councils took over existing community access roads whose condition was poor. This increased the number/length of urban roads in poor condition.
2	% of paved urban roads in fair to good condition		75	65	66	50	N/A	Most urban councils did not carry out paving of their roads because URF guidelines consider paving of roads to be more of rehabilitation than maintenance. URF finances road maintenance. Therefore resealing and rehabilitation of urban roads was much less than earlier anticipated
3	% of district roads in fair to good condition		75	58	68	55	N/A	The number of districts increased from 87 to 111 and the new districts took over community roads whose condition was poor

4	% of National unpaved roads in fair to good condition.	75	75	65	61	N/A	The target was not achieved because the bid prices (UGX 70 bn) were higher than the budget for the additional 10,000km (UGX 50 bn). As a result some roads received no maintenance.
5	% of National paved roads in fair to good condition.	75	75	80	74		The target was not achieved because some of the rehabilitation projects (Mukono - Jinja (52km), Tororo - Mbale - Soroti (152km), Malaba/Busia - Bugiri (82km), Mukono - Kayunga - Njeru (94km), Jinja - Kamuli (60km) planned to commence in third quarter could not because of lack of funds. As a result, the condition of some these roads deteriorated.
OUTCOME 2:	**Safe and Efficient Construction Works.**						
	INDICATORS						
1	% of public buildings with approved plan			100%	70%		About 30% of public buildings are constructed illegally due to poor enforcement by local governments and government departments. The enforcement mechanism will improve once the Building control law is promulgated by 30/6/2012
OUTCOME 3:	**Safe, efficient and effective transport infrastructure and services**						
	INDICATORS						
1	% of functional railway network.			26%	26	N/A	Target was achieved
2	Volume of air traffic – Cargo						

	Imports (Tonnes)	22682	20221	N/A	The decline in imports was due to increased costs of air freight and reduced demand for imports because of the high costs owing to depreciation of the Shilling
	Exports (Tonnes)	32572	26444	N/A	Reduced demand due to global financial crisis especially in Europe and America.
3	Volume of air traffic - passengers				
	International Passengers	1045816	1048507	N/A	Increased international meetings, conferences and tourism
	Domestic Passengers	14544	10927	N/A	The public has resorted to road transport due to: improved security in the country, improved road network and relatively lower cost of road transport compared to air transport

UNRA

Table 1.1A **National roads maintenance and construction (Vote Function 0451)**

Vote Budget	**113**	**Consolidated Fund, Dev. Partners and Road Fund**		**782.418**	**680.012**	**680.012**	All the money released was spent and there were unpaid certificates totaling to UGX 80 bn by 30/06/2011
VF Output	**45103**	**maintenance of paved national Roads**					
SPENDING		These are wages/ salaries for staff under road maintenance. Works expenditure are reported under URF		2.15	1.95	1.57	The unspent balance was reallocated to pay for gratuity and medical scheme under non-wage recurrent .

Indicators	#1	National Paved roads routinely maintained (mechanized) in km executed*	2000	1810		The target was not achieved because the procurement process took longer than anticipated. As a result, works commenced in the second half of the FY and could not be completed by June 2011.
	#2	National Paved road periodically maintained (resealed) in km executed*	127	127		The target was achieved because these were running contracts. Works commenced on time/July 2010 and were completed by June 2011 .
VF output	**45104**	**Maintenance of unpaved National roads**				
SPENDING		These are wages/ salaries for staff under road maintenance. Works expenditure are reported under URF	10.8	8.11	6.12	The unspent balance was reallocated to pay for gratuity and medical scheme under non-wage recurrent .
Indicators	#1	National (unpaved) routine mechanised (KM executed)*	10,500	10,669		The target was achieved because most of these were running contracts. Works commenced on time/July 2010 and completed by June 2011.
	#2	National (unpaved) periodic mechanised (KM executed)*	1612	1504		The target was not achieved because some of the contractors did not perform as per their programme of works. As a result, they did not complete the planned works by June 2011.
VF	**45105**	**Axle load control**				

output						
SPENDING			0.78	0.72	0.59	
		Increased percentage of vehicles weighed and enforce existing laws	60	60		The target was achieved as planned. The percentage of vehicles weighed increased from 100,000 in FY 2008/09 to 169,477 in FY 2010/11.
	#2	T.9 %ge of vehicles overloaded*	60	54		The target was achieved. However, transporters can afford to pay the court fines and still make a profit. The lack of harmonised legislation within the EAC also makes it difficult to enforce axle limits.
VF output	**045180**	**National Roads construction / rehabilitation (Bitumen standard)**				
SPENDING		GoU Development and Donor funding	577.132	474.579	474.579	All funds released were spent.
Indicators	#1	Number of financial and technical audits on road construction works undertaken*	1	0		The procurement of the consultants was not finalised by the end of the FY. As a result, independent VFA were not carried out. However, Internal Audit carried out VFM audits on ongoing projects.
	#2	No. (KM) of unpaved national roads upgrade to Bitumen standards*	150	81		The target was not achieved because of shortage of funds . The bid prices for the 9 priority roads were higher than the budget. As a result, some of the planned works were not done.

	#5	Paved road rehabilitated (equiv. km)*	205	123		The target was not achieved because rehabilitation projects namely; Mukono - Jinja (52km), Tororo - Mbale - Soroti (152km), Malaba/Busia - Bugiri (82km), Mukono - Kayunga - Njeru (94km) and Jinja - Kamuli (60km) planned to commence in third quarter did not because of lack of funds. As a result, the condition of some of these roads deteriorated.
	#6	Rehabilitation of bridges*	5	2		The target was not achieved because the procurement took longer than anticipated and works commenced in the second half of the FY 2010/11. As a result, they did not completed the planned works by June 2011.
PERFOMANCE ISSUES						
Inhibiting environe mnt for private sector develop ment		T.6 % of expenditure for maintenance works executed by the private sector (National Roads)*	85	76		The target was not met because contracts delayed to commence and Force Account had to be used to keep the roads motorable, particularly the additional network.
URF						
Table 1.1B National roads and district road maintenance (Vote Function 0452)						
VF	**0452**	**National and District Road Maintenance**	**283.88**	**283.41**	**281.39**	Budget release for road maintenance was less by UGX 475m; Fund reserves totaling UGX 1.86 bn was created for emergencies

VF output	**045251**	**National Road Maintenance**				
SPENDING			177.99	177.99	177.99	URF was able to disburse funds to UNRA in accordence with the signed performance agreement.
Table2. 1A District, Urban and Community Access Roads (VF 0452)						
VF Output	**045252**	District, Urban and Community Access Road Maintenance				-
SPENDING		-	98	97.53	95.35	Disbursements were up to 99.7% of issued IPFs for DUCAR agencies. The remaining UGX 320m (0.3%) was not released due to non-compliant agencies, e.g. Kaliro where funds were suspended due to URA action
PERFOMANCE ISSUES						
INADEQUATE ROAD MAINTENANCE	#1	T.1 Ratio of maintainance funds released to maintenance requirements*	50	74.4		Although the target was exceeded, there remained a short fall of **UGX 97.1 bn (25.6%)** in maintenance needs which contributed to poor performance in some indicators
	#2	T.2 %ge of funds released to UNRA on time (as per performnce agreements)*	95	100		URF released UGX 177.993 Bn to UNRA within the 20 business days from submission of work plan by quarter, as stipulated in the One Year Road Maintenance Plan for FY 2010/11

	#3	T.3 % of funds released to DUCAR agencies on time (as per performance agreements)*	90	97		URF released UGX 95.35 Bn to DUCAR Agencies within 20 business days from date of MFPED release by quarter. Submission of work plans for DUCAR agencies spanned periods of over 1 month every quarter.
INHIBITING ENVIRONMENT FOR PRIVATE SECTOR DEVELOPMENT	#4	T.7 % of expenditure for maintenance works executed by the private sector (DUCAR roads)*	30	78		Private sector involvement was higher than the target as contractors were able to undertake the majority of the work
INADEQUATE REPORTING ON ROAD MAINTENANCE	#5	T.8 % of executed road maintenance works confirmed through technical/financial value for money audits*	No target	0		Technical/ financial audits were undertaken in 36 agencies (35 DUCAR including KCC divisions, and UNRA), on a sample basis.
WORKS						
Table 3.1A Transport regulations (VF 0401)						
Vote	**016**		**124.086**	**79.712**	**79.647**	
VF	**401**	**Transport Regulation**				
SPENDING			5.2	3.0	3.0	
VF Output	**040101**	**Policies, Laws, guidelines, plans and strategies developed**				

SPENDING			**1.24**	**0.72**	**0.72**	Inception report and draft report for axle road policy developed. Draft final report on road safety policy and strategy produced.
VF Output	**040102**	**Road safety programmes coordinated**				
SPENDING			1.37	**0.685**	**0.685**	There was a general reduction in release of ministry budgets in the 3rd and 4th quarters by the MFPED
Indicators	#1	Road safety policy strategy and plans developed	1	**0**		Draft Road Safety Policy and Strategy in place and awaits stakeholders final input
	#2	National road safety programmes coordinated	4	**5**		The additional programme was due to the first anniversary of decade of action for road safety and the launch of the African Corridors Road Safety Initiative by TOTAL and World Bank.
VF Output	**040103**	**Public service vehicles & inland water transport vessels inspected & licensed**				
SPENDING			1.45	0.88	0.88	There was a general reduction in release of ministry budgets in the 3rd and 4th quarters by the MFPED
Indicators	#1	No. of PSVs inspected and licensed	17,000	17849		Increased sensitisation and campaign by the Ministry and enforcement levels by police
VF Output	**040104**	**Air transport programmes coordinated and monitored**				
SPENDING			0.71	0.38	0.38	There was a general reduction in release of ministry budgets in the 3rd and 4th quarters by the MFPED

	#1	No of BASA reviwed, negotiated and signed	**3**	2		BASA's for Democratic Republic of Congo (DRC) and Turkey were signed whereas negotiations with Netherlands are ongoing
VF Output	**040105**	**Performance of driving schools, driver testing, issuance of driving permits monitored for FY 2010/11.**				
SPENDING			0.06	0.06	0.06	Funds were spent on inspection and registration of 151 driving schools
Indicators	#1	No of driving permits issued	100,000	61,733		The targets were based on conversions from old paper permits to new computerised driving permits.Low levels of enforcement by police.
Table 4.1A Transport service and infrastructure (VF 0402)						
VF Output	**040201**	**Policies, laws guidelines, plans and strategies**				
SPENDING			0.62	0.4	0.4	Inadequate release of funds for 3rd and 4th quarter
VF Output	**040204**	**Development of inland water transport**				
SPENDING			3.99	1.28	1.28	MV Kalangala maintained, insured and operated. Inadequate release of funds in 3rd and 4th quarter
VF Output	**040206**	**Development of railways**				
SPENDING						
Indicators	#1	Length of railway track maintained (Km)	190	190	N/A	Target was achieved as RVR had adequate funding for mantainance of the line

VF Output	**040251**	**Maintenance of Aircrafts and Building (EACAA)**				
SPENDING			5.72	2.75	2.75	6 training air crafts were procured, buildings were rehabilitated and computers procured; due to poor release in funds, procurement of simulators was brought forward to FY 2011/12
VF Output	**040252**	**Rehabilitation of upcountry aerodromes (CAA)**				
SPENDING			4.17	0.922	0.922	Rehabilitation commenced for only 5 aerodromes out of 8 due to poor fund release in Quarters 3 and 4 of FY 2010/11
	#2	No. of aerodromes rehabilitated	8	5		
VF Output	040280	**Construction/rehabilitation of inland water transport infrastructure**				
SPENDING			0.70	0.38	0.38	Inception report for the design of Port Bell and Jinja landing site produced. Ten percent of the contract price effected. Inadequate releases for Quarters 3 and 4 hampered further progress
VF Output	040281	**Construction/rehabilitation of railway infrastructure**				
SPENDING			2.09	0.57	0.57	Cleared Kampala-Kasese railway line for the inspection of the line in order to conduct the study; Inadequate release for quarter 3 and 4

Indicators	#1	No. of operating wagons	1412	1322		90 wagons were inoperational, but could not be overhauled due to lack of funds
	#2	length of main line track repaired (KM)	190	190		This indicator is repeated
	#3	number of feasibility studies conducted	2	1		The feasibility study to upgrade Tororo-Pakwach railway line was completed. However the feasibility study to upgrade Kampala-Kasese railway line is on going (interim report prepared) and could not be completed due to long procurement process
VF Output	040283	**Border post rehabilitation/construction**				
SPENDING			0.1	0.1		
Indicators	#1	No of stop border posts constructed/rehabilitated	2	0		Procurement of Design consultants took longer than anticipated. Progress was also affected by delayed land compensation. However, designs for Malaba-Busia and Mutukula border post were completed.
VF	**0403**	**Construction standards and quality assurance**				
VF Output	**040302**	**Management of public buildings**				
SPENDING			**0.65**	**0.45**	**0.45**	There was a general reduction in release of ministry budgets in the 3rd and 4th quarters by the MFPED

Indicators	#1	No. of building contracts supervised	15	25		Adhoc requests from MDA's increased the total demand beyond the target. All were undertaken successfully.
	#2	No. Of policies formulated	2	0		Building Control Bill was drafted and clearance from solicitor general and MoFPED received. Also two drafts of Uganda construction industry commission Bills have been discussed with stakeholders. The bills are due to be discussed by cabinet
VF Output	**040303**	**Monitoring compliance of construction standards and undertaking research**				
SPENDING			**2.34**	**1.4**	**1.4**	There was a general reduction in release of ministry budgets in the 3rd and 4th quarters by the MFPED
VF	**0404**	**District, Urban and Community Access Roads**				
VF Output	**040402**	**Monitoring and capacity building support for district road works**				
SPENDING			**6.15**	**4.52**	**4.52**	Monitoring was done to ensure compliance to ministry's standards policies and guidelines.
VF Output	**040481**	**Urban roads construction and rehabilitation (Bitumen standard)**				
SPENDING			**3.85**	**3.85**	**3.85**	**14.5km of Urban council roads were resealed.**
Indicators	#1	Length of urban roads resealed	**14.5**	14.5	N/A	Target was achieved
	#4	length of community access roads rehabilitated (KM)	1580	1580	N/A	Target was achieved

VF	**0405**	**Mechanical Engineering services**				
SPENDING			**4.49**	**2.6**	**2.56**	
Indicators	#1	No of district road equipments purchased	**4**	**0**		PPDA cancelled procurement and recommended retendering towards end of FY. New procurement could not be commenced and completed, so funds were reallocated to MV Kalangala operations
Other JAF3 INDICATORS						
Number of KM of district and urban roads maintained to specified standards(accepted/certified for payment) district roads	#1	**Routine (KM executed)**	13000	13937		The actual kilometres executed are based on quarter 3 cumulative returns.
	#2	**Paved periodic(KM executed)**	1500	1901		The actual kilometres executed are based on quarter 3 cumulative returns.
urban paved	#1	**Routine mechanised (KM executed)**	480	418		The actual kilometres executed are based on quarter 3 cumulative returns.

	#2	**Periodic (KM executed)**	40	32		Delayed procurement of contracts caused delays in commencement of works by contractors
urban unpaved	#1	**Routine mechanised (KM executed)**	2500	2800		Target was achieved
	#2	**Periodic (KM executed)**	250	157.8		The actual kilometres executed are based on quarter 3 cumulative returns. Final annual figure will be close to the projection of 241 Km.
JAF PERFORMANCE ISSUES						
Inadequate absorption capacity and value for money in road construction expenditure	#1	T.4 Number of coordination meetings by the inter-ministerial technical committee for the road sector	1	0		This Committee needs to be established by MFPED
	#2	T.4 Number of financial and technical audits on road construction works undertaken	N/A	N/A		There was no JAF 3 target for this indicator

JAF INDICATORS

In October 2009, the Government of Uganda and a group of eleven development partners endorsed the Joint Assessment Framework (JAF) that is now used to determine direct budget support to the Government over the succeeding three years. The JAF is being used to support the improvement of services in four critical sectors, including transport. The JAF consists of government-formulated sector targets to be achieved and actions to be taken to improve sector performance and public financial management.

The JAF is intended to support the government to improve delivery of services to Ugandans and ensure that the big budgets spent on infrastructure will deliver good quality roads at an affordable cost. It is also intended to ensure that both Ugandan and donor countries' taxpayers get value for their money.

Impact			JAF 1		JAF 2		JAF 3		Source of Verification	Comment/s
			Target	Actual as of 14th Dec 2009	Target	Actual as of 12th Nov 2010	Target	Actual as of Oct. 2011		
Improved agricultural marketing, increased access to basic social services, increased economic activity, and reduced trade costs on key commodities through:	Average time for households to travel to the nearest Road (min.)		-	-	-	No Data	-	No data	UBOS panel survey 2009/10	SWG intends to abandon the indicator in JAF 4 as network density is found not suitable to reflect sector impact
	% of National roads in Fair to Good condition	Paved Road	71%	71%	75%	75%	80%	74%	SWG -Data champions	Surveys indicate a further deteriorated network and JAF 4 will include reduced targets, due to the bad condition of the additional network taken over
		Unpaved Road	-	-	-	No target was set, however GAPR reports 75% achievement	65%	64%	SWG -Data champions	
	% of District and Urban roads in Fair to Good condition	District Roads					68%	55%	SWG -Data champions	
		Paved Urban Roads					66%	50%	SWG -Data champions	
		Unpaved Urban Roads	-	-	-	No Data	70%	55%	SWG -Data champions	

Headline Sector Results			JAF 1		JAF 2		JAF 3		Source of Verification	Comment/s
			Target	Actual as of 14th Dec 2009	Target	Actual as of 12th Nov 2010	Target	Actual as of Oct. 2011		
Number of km of national roads maintained to specified standards (Accepted/Certified for payment). [Paved]	Routine mechanised (Km executed)		2,865	2,758	3,000	2,700	2,000	1,810	GAPR	
	Periodic (Km executed)		200	130	200	206	127	127	GAPR	
Number of km of national roads maintained to specified standards (Accepted/Certified for payment). [Un Paved]	Routine mechanised (Km executed)		6,000	6,133	12,000	9,539	10,500	10,669	GAPR	
	Periodic (Km executed)		1,400	760	1,500	1,805	1,612	1,504	GAPR	
Number of km of district and urban roads maintained to	District Roads	Routine (Km executed)	17,300	17,300	22,000	No Data	13,000	17,000	GAPR	GAPR reports on rehabilitation under vote for road maintenance and JAF
		Periodic (Km executed)	1,300	-	1,400	No Data	1,500	3,000	GAPR	

specified standards (Accepted/certified for payment).	Urban Paved	Routine mechanised (Km executed)					480	410	GAPR	indicators are not included System is in place to collect data
		Periodic (Km executed)					40	32	GAPR	
	Urban UnPaved	Routine mechanised (Km executed)					2,500	2,800	GAPR	
		Periodic (Km executed)					250	180	GAPR	
Equivalent number of national roads rehabilitated or constructed	Upgraded to bitumen standard (equiv. km)		150	80	175	148	150	75	GAPR, SWG - Data champions	GAPR reports on bridge projects here
	Paved roads rehabilitated (equiv. km)		150	250	300	91	205	203	GAPR, SWG - Data champions	
	Rehabilitation of bridges (No.)		0	0	8	5	5	2	GAPR, SWG - Data champions	

Performance issues	Performance Indicators	JAF 1		JAF 2		JAF 3		Source of Verification	Comment/s
		Target	Actual as of 14th Dec 2009	Target	Actual as of 12th Nov 2010	Target	Actual as of Oct. 2010		
Inadequate road maintenance	T.1. Ratio of maintenance funds released relative to needs			40%	No Data	50%	75%	RF- Data champions	
	T.2. % of funds released to UNRA on time (per-formance agreement)	80%	-	90%	UNRA -50% DUCAR - 75%	95%	100%	GAPR	
	T.3. % of funds released to DUCAR agencies on time (per- formance agreement)	85%	89%	90%	75%	90%	99%	GAPR	
Inadequate absorption capacity and value for money in road construction expenditure	T.4. Number of coordination meetings by the Inter-Ministerial Technical Committee for the Road sector	-	-	-	-	2	0	GAPR, however it does not assess the indicator	Inter-Ministerial Technical Committee was not established by MoFPED
	T.5. Number of Financial and Technical Audits on road construction works undertaken	-	-	-	-	TBD	0	GAPR	Target to be set
Inhibiting environment for	T.6. % of expenditure for maintenance works executed by the private sector (National Roads)	-	-	-	-	85%	76%	GAPR	

private sector development	T.7. % of expenditure for maintenance works executed by the private sector (DUCAR)	--	-	-	-	30%	77%	GAPR	
Inadequate reporting on road maintenance	T.8. % of executed road maintenance works confirmed through technical/financial value for money audits	-	-	-	-	-	-	GAPR	GAPR does not report on this indicator
Axle overloading	T.9. % of vehicles overloaded	60%	-	20%	No Data	20%	54%	GAPR	Indicator was not rated by GAPR, however wrong target was stated (40%)

JAF 3 ACTIONS

ACTIONS	JAF 3	Current status	Responsibility and vote function
	T.3.1.1. Submit to Parliament a bill amending the URA Act to allow direct transfer of road user charges to the Road Fund.	Ammendments with URA Act is still pending with MFPED. MFPED is yet to expedite the process.	MFPED/URF
	T.3.1.2. Government to institute and make operational an Inter-Ministerial Technical Committee for the Road sector to ensure cooperation	Not yet formally established by MFPED.	MFPED/MoWT
Inadequate road maintenance	**T.3.1.3.** The Auditor General to regularly undertake financial and technical audits on road construction works before the works contract are completed, to ensure that quality is maintained .	The Auditor General carried out technical/ VFM audits on Kabale - Kisoro - Bunagana/ Kyanika, Kampala - Gayaza - Zirobwe, Mutugga - Semuto - Kapeeka, Busega - Muduuma and Muduuma - Mityana and Masaka - Mbarara. URF also carried out audits for Road Maintenance works.	OAG/UNRA
Inadequate absorption capacity and value for money in road construction expenditure	**T.3.1.4.** UNRA's Procurement Unit will have been reformed to ensure sufficient procurement processing capacity and support quality improvement of consultants and contractors (specifications in Technical Annex) , and the request and approach	UNRA's PDU was elevated to a Directorate in March 2011. The Directorate has a department for Works and Services and another for Goods and Supplies. A Procurement Consultant and Procurement Specialist were recruited. Recruitment of other staff of the Directorate is ongoing.	UNRA
	T.3.1.5. Government to ensure that at least 20 new professionals in UNRA are recruited and to complete review of UNRA's staffing requirements.	It was not possible to recruit additional staff because of wage bill constraints. A request was made to MoPS and MoFPED to increase the wage bill and the response is being awaited. The Institutional review of UNRA was completed in March 2011 by WSP Consultant.	UNRA

	T.3.1.6. UNRA to strengthen internal audit process through new technical audit unit	There was a change in strategy from creating a new Technical Audit Unit to strengthening the Internal Audit Function through recruiting additional staff (Engineers) and Technical Assistance (TA). Advertised for 2 Engineers and and one Financial Auditors. The World Bank agreed to finance the TA, advertisments s for Expression of Intrest have been published .	UNRA
	T.3.1.7. Outline of structure for the Contract Management System has been developed.	Preparation of the Contract Management System commenced in March 2011. The consultant submitted the structure and specification of the system. A prototype will be installed by the end of October 2011.	UNRA
Inhibiting environment for private sector development			
Inadequate reporting on road maintenance	**T.3.1.8.** Approve Exit Strategy on FA-operations (National Roads). Exit strategy to be finalized by FY 2011/12	Preparation of the Exit Strategy for Force Account operations is ongoing. The first draft was produced and reviewed internally in UNRA. The second draft will be finalised and shared with the SWG at the end of October 2011. The stragey will be finalised before March 2012.	UNRA
	T.3.1.9. Develop and issue a manual outlining how to implement force account in the roads sector, with appropriate safeguards.	The Force Account Manual for national roads maintenance was develeoped and is being operationalised.	UNRA
	T.3.1.10. Start implementation of National Construction Industry Policy.	Roads Industry Coucil (RIC) established by Minister as forerunner to UCICO. Crossroads project now overseen by RIC. UCICO Bill drafted.	MoWT
	T.3.1.11. Establish a comprehensive M&E framework, endorsed by the sector (including detailed definition of sector performance and JAF indicators)	The Sector M&E Framework was prepared and approved by the Sector Working Group.	MoWT, UNRA

	T.3.1.12. Appoint data champions for performance measurement at UNRA, DUCAR, MoFPED and OPM. Inter-Agency Committee established	The Ministry of Works and Transport commenced M&E collaborations with Transport Sector Agencies and UBOS under the plan for National Statistics development(PNSD). PNSD framework and Draft Sector Strategic Plan for Statistics were prepared and presented to Sector Working Group.UNRA Appointed the M&E Manager as the Data Champion.	MoWT, UNRA
	T.3.1.13. Source independent technical/financial value for money audits	The procurement of a Forensic Audit Consultant and 3 Techinical Audit Consultants is ongoing. The Contract for the Forensic Audit consultant was submitted to the Solicitor General for approval. The contract will be signed by the end of October 2011 and services will commence in November 2011. Evaluation of proposals for the Technical Audit Consultants is ongoing. Contracts will be signed by the end of November 2011 and Services will commence by January 2012.	MoWT, UNRA
	T.3.1.14. UNRA & Road Fund Annual Reports Released in accordance with respective Acts	UNRA's Annual Report for the FY 2010/11 was drafted. Finalisation awaits audited accounts report to be issued by the Auditor General. URF annual report for FY 2009/10 was completed but was delayed by the Auditor general's report. URF report for FY 2010/11 was not yet completed.	UNRA , URF
Vehicle overloading	**T.3.1.15.** Adopt amendment of the Traffic and Road Safety Act, 1998, in harmony with EAC	BICO consultants have been contracted by EAC Secretariat to review the traffic and road safety acts of 5 partner states to come up with a single harmonised legislation which will be tabled and passed by EA legislative assembly.	MoWT, UNRA

	T.3.1.16. Include in new GoU projects facility for weighing and checking construction traffic	Major upgrading and reconstruction projects have a component of installing weighbrides. Examples Mbarara - Katuna, Kawempe -Kafu, Nyakahita-Kazo-Kamwenge and Fort Portal - Bundibugyo - Lamia roads.	MoWT, UNRA
	T.3.1.17. Procure and operationalise 6+4 additional weigh bridges.	UNRA procured 8 weighbridges. Two were installed at Luwero and Magamaga; and the other six will be installed by the end of November 2011. The 4 additional weighbridges are part of the contracts for the one stop border posts at Malaba, Busia, Katuna and Mirama Hills. These will be installed after the completion of the said border posts.	UNRA, MoWT
	T.3.1.18. Increase % of vehicles weighed by 10% (compared to 08/09) and enforce existing laws	The percentage of vehicles weighed was increased by 60% from 100,000 vehicles in 2008/09 to 169,477 in 2010/11.	UNRA

PROCEEDINGS AND AGREED ACTIONS DURING ANNUAL RETREAT FOR CABINET MINISTERS,MINISTERS OF STATE AND PERMANENT SECRETARIES(December 2010)

	Fast track establishment of road safety authority	Drafting principles for establishing the National Road Safety Authority were prepared and await the views of stakeholders . A consultative workshop for stakeholders to discuss the draft road safety policy is scheduled for November 2011. The draft policy and drafting principles will be forwarded to Cabinet secretariat by March 2012.	MoWT

	Strengthen organisational management and techinical capacity of MoWT and UNRA to pre-empt and speed up civil works	UNRA trained Project Engineers and Project Managers in procurement and contract management. Technical Assistant from EU (WSP) and World Bank was provided to enhance UNRA's capacity. However, understaffing is constraining UNRA's capacity in speedy deliverance of projects. For example one project Engineer is responsible for at least 4 projects which affects his ability to effectively supervise them.	MoWT and UNRA
	Increase administrative fee for complainants	Action to be taken by Ministry of Finance and PPDA	MFPED and PPDA

JOINT TRANSPORT SECTOR REVIEW ACTION MATRIX

Code	Issue	Action	Progress	Deadline	Responsible Person / Organization
Section A: Strategy					
S1	Joint Transport Sector Review Workshop to be held annually.	i. Quarterly Performance Reporting on the Action Plan Matrix ii. Hold Action Plan Matrix Midterm Review Workshop iii. Hold the 7th JTSR Workshop in 2011.	• Mid-Term Review Workshop held 27 May 2011 • Preparations in progress and due 26-28 October 2011.	Every Quarter May 2011 October 2011	MOWT MoWT MoWT
S2	Implementation of the National Transport Master Plan / Master Plan for greater Kampala Metropolitan Area.(NTMP/GKMA)	i. Follow-up the awaited approval of NTMP/GKMA with the Cabinet ii. Have operational NTMP implementation monitoring system in place. iii. Commence the study for institutional framework of Metropolitan Area Transport Authority (MATA).	• NTMP/GKMA approved by Cabinet in December 2010 • NTMP M&E Framework in place and system is being developed • Procurement ongoing. Consultant expected to be engaged by mid-November 2011, and study to commence January 2012.	April 2011 June 2011 Sept 2011	MoWT MoWT MoWT

Code	Issue	Action	Progress	Deadline	Responsible Person / Organization
S3	Strengthening the Sector's Capacity to execute its mandate.	i. Follow up with Ministry of Public Service and Public Service Commission on submissions for filling vacant posts.	• 53 no. posts were submitted to MoPS for clearance in August 2011. • 20 no. Graduate Entry posts were advertised interviews will take place in November 2011. • 39 no. staff have been promoted during the period January-August 2011.	July 2011	MoWT
		ii. Produce capacity needs assessment Report and the Manpower Development Plan.	• Capacity needs assessment done, and HRD plan produced.	Oct 2011	MoWT
		iii. Conduct organizational review of UNRA in line with its mandate	• The organizational review of UNRA was done under the EU funded TA (WSP). The study was completed in March 2011.	July 2011	UNRA
S4	Strengthen Sector Wide Approach (SWAP)	i. Prepare a comprehensive SWAP Implementation Programme and commence implementation	• SWG Committees have been constituted. Draft Implementation Programme prepared, and SWG Committee will track Implementation Progress of SWAP Recommendations.	July 2011	MOWT/ UNRA/URF/CAA /URC

Code	Issue	Action	Progress	Deadline	Responsible Person / Organization
S5	BRT Implementation as part of the solution to Improve public transport in Kampala City and the surrounding areas.	i. Commence feasibility and detailed design studies for the pilot Bus Rapid Transit (BRT) Corridor for Greater Kampala Metropolitan Area	• Award of contract for study expected mid-November 2011, and study to commence by February 2012.	August 2011.	MoWT/UNRA/WB
S6	Improve Transparency and Accountability in the Sector	i. Prepare a Road Sector Governance and Accountability Action Plan (GAAP) Red Flags Pilot System ii. Prepare a draft Sector Communication Strategy	• UNRA procured a consultant to establish a contract management system with Red Flags and the system is expected to be operational by March 2012. • Contract for consultancy services awarded in October 2011, and strategy preparation expected to start in November 2011	Oct 2011 Sept. 2011	oWT/UNRA/CAA/URC MOWT
S7	Establishment of Sector Performance M & E Framework	i. Prepare a provisional M&E framework ii. Profile all performance indicators for the Road, Air, Water and Railway transport Sub-Sectors.	• The provisional M&E Framework was adopted by the SWG in May 2011 • Profiling completed in august 2011	June 2011 Oct 2011	MOWT/UNRA/ URF/ CAA/URC MOWT/UNRA/ URF/ CAA/ URC/

Code	Issue	Action	Progress	Deadline	Responsible Person / Organization
S7	Establishment of Sector Performance M & E Framework	iii. Prepare a draft Sector M&E Framework. iv. Prepare a strategy and implementation plan to collect data on the DUCAR network	• Sector M&E Framework adopted by SWG in September 2011. • Procurement of consultancy services commenced and strategy expected to be ready by June 2012	Oct 2011 Oct 2011	MOWT/UNRA/URF/ CAA/URC MoWT
	Section B: Road Sub-Sector				
R1	Update the 10 year Road Sector Development plan.	i. Prepare a draft RSDP3	• The study commenced in July 2011. Progress will be presented at the 7th JTSR.	October 2011	MoWT/UNRA
R2	Improve operation of the Uganda Road Fund	i. Complete the study to develop a 2nd generation funds allocation formulae. ii. Prepare a draft Coordination Framework for Planning and Monitoring of Road Maintenance Activities.	• Study commenced in mid-March; draft report expected December 2011, and final report by March 2012. • Draft coordination framework prepared.	Sept 2011 Sept 2011	URF MOWT/URF/UNRA/MFPED/MoLG

Code	Issue	Action	Progress	Deadline	Responsible Person / Organization
R3	Amendment of the Road Act and the Access to Roads Act	i. Submit to Cabinet the Drafting Principles for amending the Roads Act, 1964.	• Draft for the Drafting Principles was submitted to Ministry of Justice for guidance. Drafting principles to be submitted to Cabinet by March 2012.	June 2011	MOWT/UNRA/URF
R4	Road Safety	i. Submit to Cabinet the Draft National Roads Safety Policy. **ii.** Monitoring Report on the enforcement of regulations and training scheme in all driving schools in Uganda. .	• Draft National Road Safety Policy prepared and consultation with stakeholders ongoing. Draft [policy to be submitted to Cabinet in March 2012. • Monitoring report prepared	June 2011 June 2011	MoWT MoWT
R5	Operationalise the National Construction Industry Policy	i. Operationalize the Secretariat for the National Construction Industry Commission. **ii.** Submit the draft UCICO Bill to Cabinet.	• Secretariat for Roads Industry Council (RIC) established in September 2011 with CrossRoads funding. • Draft UCICO Bill to be submitted to Cabinet by January 2012.	Jan 2011 June 2011	MOWT MOWT
R6	Big variation of road maintenance Unit Costs across districts and regions.	i. Conduct a study on the road maintenance Unit Cost across districts and regions	• Study commenced in August 2011; final report expected by April 2012.	September 2011	URF

Code	Issue	Action	Progress	Deadline	Responsible Person / Organization
R7	Improve Axle Load Control	i. Recruit an Axle Load Control Advisor	• Procurement of a firm to advise on axle load control commenced in August 2011, and services are expected to commence in March 2012.	August 2011	MoWT/UNRA
		ii. Finalize the study on Axle Load Control Policy and Strategy	• Draft Final Report received in Aug 2011 and final report expected in December 2011.	October 2011	MoWT/UNRA
R8	Lack of updated and Weak Enforcement of Construction Standards.	i. Reviewed Engineering Codes/Standards issued.	• Revised Engineering Codes and Standards Manuals approved by Cabinet and issued in May 2011;	May 2011	MoWT
R9	Institutional weaknesses in the Management of DUCAR	i. Provide an Inception Report on the Legal Framework for the establishment of a DUCAR Agency	• Preparation of consultancy services expected to commence in January 2012.	October 2011	MoWT
R10	Kampala City Council Roads	i. Develop a strategy and programme for rehabilitation of Kampala City Roads.	• Draft Strategy Paper and Programme handed over to KCCA..	July 2011	MOWT
		ii. Commence short term stop-gap low cost interventions to reduce traffic jams in Kampala City.	• KCCA has launched short-term interventions including removal of vendors from streets, and pothole repairs by force account.	Oct 2011	MOWT

Code	Issue	Action	Progress	Deadline	Responsible Person / Organization
R11	Low Proportion of National Roads are Paved (16% of the 20,000 Kms National Road Network).	i. Complete the upgrading of at least 200kms of National Road Network to Bitumen standard	• 64km of gravel roads upgraded to bitumen standard in the FY 2010/11 out of a target of 200km. Target was not matched with resources from the budget.	Oct 2011	UNRA
	Section C: Railways Sub- Sector				
RL1	Rehabilitation of closed Railway lines	iii. Commence the feasibility study for Upgrading the Malaba-Kampala line to standard gauge	• Contract for consultancy services awarded and study expected to commence in December 2011.	Oct 2011	MoWT/URC
		iv. Complete feasibility studies for rehabilitating and upgrading of Kampala-Kasese and Tororo-Pakwatch railway lines	• Kampala-Kasese draft Final Report submitted on 20th October 2011, and final report expected in January 2012. • Tororo–Pakwach Feasibility Study completed.	Oct 2011	MoWT/URC
RL2	Inland Container Depot	ii. Procure the supervision consultant and contractor for construction of the Rail Inland Container Depot at Mukono Railway Station.	• Evaluation report of consultancy supervision services forwarded to World Bank for no objection.	Oct 2011	URC/MoWT

Code	Issue	Action	Progress	Deadline	Responsible Person / Organization
RL2	Inland Container Depot		• Draft Contract for contractor forwarded to Solicitor General Office for approval.		
RL3	Revamping of Railway Marine Services.	iv. Commence the refurbishment of the "MV Kaawa" and the Dry dock. v. Commence the refurbishment of the "MV Pamba". vi. Commence the design to re-model and expand the Port Bell and Jinja Piers.	• Refurbishment of MV Kaawa and the Dry Dock commenced. • Bids received in February were above available funding. Additional funding is being sought by the Privatisation Unit. • M/s OSK ShipTech Inc. Marine Consultant started in April 2011.	Oct 2011 Oct 2011 Oct 2011	URC/MoWT URC/MoWT/MFPED MoWT
	• **Section D: Air Sub – Sector**				
	Turning the East African Civil Aviation Academy (EACAA) into a Centre for Excellence in the EAC Region	i. Acquire flying simulator.	• Contract signed and delivery of flying simulator expected by end January 2012.	Oct 2011	CAA

Code	Issue	Action	Progress	Deadline	Responsible Person / Organization
A2	Alternate International Airports to Entebbe.	i. Complete the master plan for Kasese International Airport development including the review of the earlier designs based on new aircraft designs.	• Preparation of Masterplan commenced and will be complete January 2012.	Oct 2011	CAA/MoW**T**
		ii. Complete the master plan for Gulu Airport.	• Preparation of Masterplan commenced and will be complete March 2012.	Oct 2011	CAA/MoWT
		iii. Complete the land acquisition for Arua Airport.	• Surveying completed and valuation exercise ongoing. Land acquisition to be completed by June 2012.	August 2011	CAA/MoWT
A3	Improve on Air traffic through Entebbe' International Airport	i. Commence the review the Entebbe International Airport Investment Plan	• Review started October 2011, and will be completed in March 2012.	Sept 2011	CAA/MoWT
		ii. Develop a concept paper towards establishing a home-based airline.	• Concept paper drafted and circulated for comment. It will be finalised in November 2011.	April 2011	CAA/MoWT
A4	Need to Have Modern Facilities at Entebbe International Airport	iii. Review the Entebbe International Airport Investment Plan	• Review of Aviation Investment Plan is on-going. -	Oct 2011	CAA

Code	Issue	Action	Progress	Deadline	Responsible Person / Organization
	Section E: Water sub-Sector				
W1	Lack of up to date legislation for inland water transport	i. Adopt the report on Needs Assessment which was submitted to the MoWT in August 2010 by International Maritime Organization (IMO).	• The report was adopted by the MoWT in August 2011. • Recommendations being implemented	Feb 2011	MoWT
W2	Improve safety of inland water transport	i. Prepare a Concept note justifying the need to resurvey inland water bodies.	• Draft Concept Note circulated for comment, and expected to be finalised by January 2012.	June 2011	MoWT
W3	Connectivity of Islands in Lake Victoria.	i. Develop a concept paper on the Inland Water Transport Development Plan	• Procurement of consultancy services ongoing, and preparation of concept paper expected to start in January 2012.	July 2011	MoWT