

# Public Expenditure Governance in the Road Sector

## 1. Introduction

The Advocates Coalition for Development and Environment (ACODE) under its Center for Budget and Economic Governance (CBEG) has been conducting Public Expenditure Governance Studies (PEGS) in four Sectors including Agriculture, Education, Health and Roads. The PEGS use a framework in which governance is described as a process with governance inputs and governance outcomes<sup>1</sup>. The different studies have used varied approaches and indicators in the application of the framework. The studies provide great incites into the governance practices of agencies responsible for public service delivery and make recommendations on how to improve governance.

While the framework links governance inputs, processes and outcomes, all the previous applications do not demonstrate this linkage. There is always a question of the extent to which governance practices are responsible for service delivery failure in specific contexts. There is also the issue of prioritization of interventions to improve public service delivery outcomes. This study proposes to use an approach that begins from the governance outcomes (i.e effectiveness and efficiency of public expenditure) and traces the failures therein to governance processes and inputs.

## 2. The Problem

The road sector is important to development of many low-income countries like Uganda because it is the dominant means of transport for both people and goods. Roads therefore impact on accessibility and the cost of transport services, which is reflected in the price of goods and services. It is estimated that roads account for about 5 percent of GDP of low-income countries. At the same time, road transport is responsible for a quarter of the total volume of man-made gasses emitted into the atmosphere. Thus better road connectivity, reduced travel time; low vehicle operational costs, road safety and green roads are therefore desired.

In Uganda roads claim the largest share of the national budget. The prioritization of roads is underpinned by the desire to facilitate movement of goods and services to markets nationally, with in the region and beyond. There have been tremendous improvements in the sector with the stock of paved road increasing to 4551 km (22.2%) out of a total of 21,544 km of the national road network. The proportion of national road network in fair to good condition also increased from 85% to 97% for paved national roads and from 70% to 83% for unpaved national roads<sup>2</sup>. Nevertheless, the sector still faces numerous challenges some of which are critical to performance of the sector. They include among others, Poor project preparation and management, High construction costs due to a horst of factors including corruption, Inadequate funding of maintenance of roads - which is exacerbated by continuous up-grading of roads to bitumen standards.

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<sup>1</sup> Bogere and Makaanu (2014). Assessing Public Expenditure Governance in Uganda: A Conceptual Framework'.

<sup>2</sup> Ministry of Works and Transport (2018). Annual Sector Performance Report FY 2017/18

The perspective of this study is that the underlying causes of the challenges are rooted in governance failures including inadequate anti corruption effort, weak accountability in the sector, lack of clarity and consistency in the strategic vision of the sector to mention a few. The study will focus on public expenditure for the period FY 2015/16 to FY2017/18.

### **3. Objectives of the study**

The overall objective of this study is to examine the implications of public expenditure governance of the road sector on the effectiveness and efficiency of public expenditure in the sector. The specific objectives of the study are to,

- Assess the adequacy, effectiveness and efficiency of public expenditure towards achievement of sector objectives for the period FY 2015/16 to FY 2017/18
- Assess governance practices at sector level – Ministry of Works and Transport, Uganda National Roads Authority, Uganda Road Fund and the Transport Sector Working Group.
- Enlist perspectives of actors at national level on governance of the sector.
- Make policy recommendations for improving accountability, responsiveness equity, and efficiency and effectiveness of in the sector

### **4. Proposed Approach**

It is envisaged that the study will use a mixed methods approach. The study will involve a Public Expenditure Review (PER) of Road construction and maintenance in Uganda for the three years. The PER will be largely a desk review of budget documents and will largely utilize quantitative analysis. The assessment of governance aspects will use document review complemented by Key Informant Interviews (KIIs). The KIIs will also be used to capture perspectives of actors. In order to get buy in of the sector actors, the study will utilize consultative meetings.

The expectation is that a total three meetings will be held during the study. The first meeting will be an inception meeting at which the inception report including study tools and PEG indicators will be presented. The second meeting will be a midterm review at which the findings of the PER will be presented. The third meeting will be a dissemination meeting where the final report will be presented. The study duration will be two months.

### **5. Time frame and Deliverables**

It is expected that the study will be completed within a period of 30 working days. The consultants are expected to produce the following deliverables in course of the study including;

- An inception report with a detailed approach to be taken in conducting the study and any data collection tools by August 23, 2019
- A draft study report by September 20, 2019

- A final study report by September 30, 2019

The timelines for other related activities are indicate in the table below

Activity	Weeks								
	1	2	3	4	5	6	7	8	9
Identification of counterpart professionals to undertake the study and signing of contracts by August 09, 2019.									
Submission of Inception report including study tools by August 23, 2019.									
Preparations and convening of study Inception meeting scheduled to take place on August 29, 2019.									
Undertaking PER for Road construction and maintenance and submission of preliminary findings by September 11, 2019.									
KII interviews with stakeholders to be completed by September 11, 2019									
Preparations and convening of one day mid term meeting scheduled to take place on September 12, 2019.									
Report Writing and submission of draft report by September 20, 2019.									
Revision and submission of final report by September 27, 2019.									
Preparations and convening of National Dissemination meeting scheduled to take place on October 13, 2019.									

## 6. Expected Competencies

ACODE is seeking to contract two consultants to undertaking the study. The consultants will however work with resident ACODE staff in executing the tasks under the study. The following competences are expected of the consultant;

- Advanced degree in economics, development studies, public policy and other relevant fields
- A minimum of seven years of relevant experience
- Demonstrable knowledge of public expenditure management in Uganda
- Proven track record in undertaking and publishing related research

## 7. Submission of Expression of Interest

ACODE invites interested applicants to express their interest to undertake this work by sending an email with the subject line 'EOI for PEGS Roads' and CV attached to the **Executive Director, Advocates Coalition for Development and Environment (ACODE)** on [acode@acode-u.org](mailto:acode@acode-u.org) or delivered to Plot 97-98 Kanjokya Street, Kampala – Uganda by **Close of Business (5pm) on 16<sup>th</sup> August, 2019**. Applications submitted after the deadline shall not be accepted. **Please note that due to the expected volume of applications, only successful applicants will be responded to.**

