

**IN THE SECOND SESSION OF THE SIXTH  
PARLIAMENT OF THE FOURTH  
REPUBLIC OF GHANA**



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**REPORT OF THE COMMITTEE ON  
ROADS AND TRANSPORT**

**ON THE**

**2015 ANNUAL BUDGET ESTIMATES OF  
THE MINISTRY OF ROADS AND  
HIGHWAYS**

*17<sup>th</sup> December, 2014*



# REPORT OF THE COMMITTEE ON ROADS AND TRANSPORT ON THE 2015 ANNUAL BUDGET ESTIMATES OF THE MINISTRY OF ROADS AND HIGHWAYS

## 1.0 INTRODUCTION

- 1.1. In fulfilment of Article 179 of the 1992 Constitution, the Budget Statement and Economic Policy of Government for 2015 Financial Year was presented to the House by the Hon. Minister for Finance on Wednesday, 19<sup>th</sup> November, 2014.
- 1.2 In accordance with the Standing Orders 140(4) and 189 of the House, the Annual Budget Estimates for 2015 fiscal year for the Ministry of Roads and Highways (MRH) were referred to the Committee on Roads and Transport for consideration and report.
- 1.3 The Committee met on the Estimates with the Deputy Sector Minister, Hon. Isaac Adjei Mensah, Heads of Department and Agencies under the sector Ministry and the Schedule Officer from the Ministry of Finance.
- 1.4 The Estimates considered covered the main Ministry and the under listed Departments and Agencies:
- (i) Ghana Highway Authority (GHA),
  - (ii) Department of Urban Roads (DUR),
  - (iii) Department of Feeder Roads (DFR),
  - (iv) Ghana Road Fund (GRF); and
  - (v) Koforidua Training Centre (KTC).

## **2.0 REFERENCE DOCUMENTS**

2.1 The following documents were referred to by the Committee:

- i) The 1992 Constitution of the Republic of Ghana,
- ii) The Standing Orders of Parliament of Ghana,
- iii) The Budget Statement and Economic Policy of the Government of Ghana for the 2015 Financial Year,
- iv) The Medium Term Expenditure Framework (MTEF) for 2015-2017 Programme Based Budget Estimates; and
- v) The Report of the Committee on the 2014 Budget Estimates for the Ministry of Roads and Highways.

## **3.0 MISSION OF THE MINISTRY OF ROADS AND HIGHWAYS (MRH)**

3.1 MRH exists to provide an integrated, efficient, cost-effective and sustainable road transport system responsive to the needs of society, supporting growth and poverty reduction and capable of establishing and maintaining Ghana as a transportation hub of West Africa.

## **4.0 POLICY OBJECTIVES OF THE MRH**

4.1 The policy objectives relevant to the Road Sector as outlined in the Medium Term Expenditure Framework (MTEF) for MRH for 2015 - 2017 are:

- Establish Ghana as a Transportation Hub,
- Create a sustainable, accessible, affordable, reliable, effective and efficient transport system that meets user needs,

- Integrate land use, transport planning, development planning and service provision,
- Create a vibrant investment and performance based management environment that maximizes benefits for public and private sector investors,
- Develop and implement comprehensive and integrated Policy, Governance , and Institutional Frameworks,
- Ensure sustainable development in the Transport Sector; and
- Develop adequate Human Resources and apply new Technology.

## **5.0 PERFORMANCE OF THE ROAD SECTOR AS AT SEPTEMBER, 2014**

### **5.1 Maintenance of Road Asset**

5.1.2 MRH in protecting investments made in road infrastructure, undertook routine maintenance on 13,459km of Trunk Road Network, 7,269km of Feeder Road Network and 4,735km of upgrading and pothole patching on Urban Road Network.

5.1.3 Re-gravelling/spot improvement and resealing works were carried out on 76km, 776km, and 645km stretches of Trunk, Feeder and Urban Road Networks respectively as part of the periodic maintenance activities.

### **5.2. Improving Road Maintenance Financing**

5.2.1 As at September 2014, MRH has been able to mobilized an amount of GH¢215.66 million into the Road Fund.

### **5.3 Development of Key Road Corridors**

5.3.1 Rehabilitation, reconstruction, construction and upgrading works continued on the major road corridors. Some of the road networks that were worked on in the year under review include the Dodo-Pepesu Nkwanta Road (63%), Agona Junction to Elubo Road

(58%), Accra East Corridor Roads - Giffard and Burma Camp Roads, (89%) Tetteh Quarshie - Madina (96%), Buipe - Tamale (98%), Tarkwa Bogoso - Ayamfuri (46%), Awoshie - Pokuase Road (97%), Fufulso - Sawla (92%), Kasoa By - Pass (37%), Kwame Nkrumah Interchange (62%), Polo Grounds By-Pass (92%) and Ayamfuri - Asawinso (36%).

5.3.2 In all, a total of 101.2km of development works (representing 52% of approved programme for Trunk Roads), 286km (representing 75% of approved programme for Feeder Roads) and 10km (representing 10% of approved programme for Urban Roads) were executed. A total of 12 bridges on Feeder Roads had also been constructed as at September, 2014.

#### 5.4. **Controlling Axle Load and Implementation of Sub-Regional Programmes:**

5.4.1 MRH continued with the implementation of the Law on the Axle Load Limit as stipulated in the New Road Traffic Regulation, LI 2180. Overloading is now reported as less than 10% for vehicles weighed at the various Axle Load Control Stations.

5.4.2 Workshops were organized for Civil Society Organizations (CSO's) and other stakeholders on improving trade facilitation along Ghana's Transit Corridors.

5.4.3 The construction of a Joint Border Post (JBP) at Noepe for Ghana and Togo is almost completed and training of Border Agencies was undertaken.

#### 5.5 **Public Private Partnerships (PPP)**

5.5.1 Under the PPP Scheme for the financing, construction and management of road infrastructure, the pre-feasibility study on the Accra-Takoradi road was completed. Packaging and documentation by a Transaction Advisor for the Accra-Kumasi road

was on-going during the year. Procurement of a Transaction Advisor to undertake feasibility study for the widening of the Accra-Tema Motorway is in progress.

5.6. **Monitoring and Evaluation**

5.6.1 As at September, 2014 the Monitoring and Evaluation Directorate of MRH inspected 193 projects in eight (8) regions.

## FINANCIAL PERFORMANCE OF THE ROAD SECTOR IN 2014

TABLE 1: MDA Summary of Disbursement of Approved Budget as at September, 2014.

MRH AND ITS AGENCIES PERFORMANCE ANALYSIS AS AT SEPTEMBER, 2014			
EXPENDITURE ITEM	2014 CEILING (GH¢)	DISBURSMENT AS AT SEPTEMBER, 2014	% DISBURSED
COMPENSATION OF EMPLOYEES	30,279,556.00	25,378,580.00	83.8
GOODS AND SERVICES	1,293,581.00	10,000.00	0.8
ASSETS	48,316,158.00	106,688,964.00	220.8
SUB- TOTAL (GoG)	79,889,295.00	132,077,544.00	165.3
DONOR	474,472,095.00	367,380,840.00	77.4
IGF	85,502,120.00	1,071,380.00	1.3
ABFA ALLOCATION	139,413,241.00	138,181,966.00	99.1
GRAND TOTAL	779,276,751.00	638,711,730.00	82.0

The disbursement on Goods and Services from Table 1 is just 0.8% whilst that of Assets has exceeded the approved budget ceiling by 121%.



## 5.8 OUTLOOK FOR 2015

### 5.8 Routine Maintenance

5.8.1 Routine maintenance involving shoulder maintenance, rehabilitation of drainage structures, vegetation control, pothole patching, grading of gravel surfaces and desilting of drains among others would be carried out in 2015 on 11,600 km of Trunk Roads, 17,000km of Feeder Roads and 8,200km of Urban Roads.

### 5.9 Periodic Maintenance

5.9.1 Periodic maintenance involving spot improvement, re-gravelling, resealing, asphaltic overlay, partial reconstruction and maintenance of bridges would be carried out in 2015. MRH would undertake periodic maintenance on 95km of Trunk Roads, 1000km of Feeder Roads and 4,200km of Urban Roads.

### 5.10 Development Projects

5.10.1 The major road projects on-going nationwide, that are at various stages of completion will continue. Besides, new projects including Kintampo-Buipe, Tamale-Paga, Kasoa Interchange, Ring Road Interchange, asphaltic overlay of 76km of roads in Accra and the Lake Road in Kumasi will commence.

5.10.2 The Government of Ghana will negotiate for funding to continue the Dodo Pepesu, Nakpanduri-Bawku, Nsawam-Apedwa, Sofoline Interchange and Kumasi-Abuakwa, Dodowa-Adenta, Pokuase-Ritz Junction/Motorway, Accra Outer Ring Road and Mankessim-Swedru-Bawjiase-Nsawam roads.

## 5.11 Minor Rehabilitation

5.11.1 Minor rehabilitation involving minor upgrading of existing roads and the construction of culverts and other drainage structures on various road networks would be carried out in 2015. Under this sub-programme, 540km of trunk roads, 350km of Feeder Roads and 100km of Urban Roads would experience minor rehabilitation.

## 5.11 Road Safety Measures

5.11.1 Road Safety audits, educational activities and treatment of accident black-spots would be carried out in conjunction with the National Road Safety Commission (NRSC). Under this sub-programme, 34 no. traffic signals would be installed and maintained, 20 no. road safety hazard sites would be treated and 7% of overloaded vehicles is projected to be detected by the Axle Load Stations.

5.11.2 Inventory, design, estimation and projects packaging of safety improvement works on the Adomi Bridge (Lot 5) would be undertaken. Preparations of tender and contract documents for safety improvement on the Mallam-Kasoa road and traffic calming in settlements on Dabala - Keta road would also be carried out.

## 5.12 Public Private Partnerships

5.12.1 In view of the implementation of the policy initiative using Public Private Partnership (PPP) to provide funding for large scale projects, procurement for the feasibility and transaction advisory services for the Accra-Takoradi road is projected to commence in 2015. Finalization of PPP contract approval for Accra - Kumasi road would also be obtained whilst the procurement of a Transaction Advisor to undertake feasibility study for the widening and rehabilitation of Accra-Tema Motorway will continue.

### 5.13 Axle Load Control

5.13.1 Under the above mentioned sub-programme, MRH would train Border Agencies and also ensure a reduction of overloaded vehicles detected at the Axle Load Control Stations from 10% to 7% in the 2015 fiscal year.

**TABLE 2: MDA PLANNED BUDGET FOR 2015 AGAINST APPROVED CEILINGS**

EXPENDITURE ITEM	APPROVED CEILING (GH¢)	PLANNED BUDGET (GH¢)	VARIANCE	VAR %
COMPENSATION OF EMPLOYEES	27,607,579.00	39,269,350.00	(11,661,771.00)	(30)
GOODS AND SERVICES	646,792.00	14,743,110.00	(14,096,318.00)	(96)
ASSETS	500,000.00	986,209,749.00	(935,709,749.00)	(95)
ABFA ALLOCATION	332,505,994.00	2,301,156,081	(1,968,650,087.00)	(86)
SUB – TOTAL (GoG)	361,260,365.00	3,341,378,290.00	(2,930,117,925.00)	88.0
DONOR	564,675,982.00	791,070,340.00	226,394,358.00	(29)
IGF	5,721,063.00	640,000.00	5,081,063.00	(794)
GRAND TOTAL	931,657,410.00	4,133,088,630.00	(3,201,431,220.00)	(77)

**TABLE 3: COMPARISON OF APPROVED BUDGET FOR 2014 WITH 2015 CEILINGS**

EXPENDITURE ITEMS	YEAR 2014	YEAR 2015	VARIANCE	VAR %
COMPENSATION OF EMPLOYEES	30,279,556.00	27,607,579.00	(2,671,977.00)	(8.8)
GOODS AND SERVICE	1,293,581.00	646,792.00	(646,789.00)	(50.0)
ASSETS	48,316,158.00	500,000.00	(47,816,158.00)	(99.0)
ABFA ALLOCATION	139,413,241.00	332,505,994.00	193,092,753.00	138.5
<b>SUB-TOTAL (GoG)</b>	<b>219,302,536.00</b>	<b>361,260,365.00</b>	<b>141,957,829.00</b>	<b>64.7</b>
DONOR	474,472,095.00	564,675,982.00	90, 203,887.00	19.0
IGF	85,502,120.00	5,721, 063.00	(79,781,057.00)	(93.3)
<b>TOTAL</b>	<b>779,276,751.00</b>	<b>931,657,410.00</b>	<b>152,380,659</b>	<b>19.6</b>

## 6.0 OBSERVATIONS AND RECOMMENDATIONS

6.1 It was noted during the consideration of the 2015 Budget Estimates of MRH that grass cutting activity is supposed to be executed under routine maintenance but the activity (grass cutting) is not routinely carried out as required. The Committee observed during its recent inspection tour of selected roads in the Central region that most of the roads had high vegetative cover along the sides. The high vegetative cover narrows the road carriageway and inhibits the view/sight of Motorists and Pedestrians. In addition,

it facilitates silt build up on the road edges impeding lateral flow of surface water into side ditches and allowing water ingress into the road structure causing early failure of the road pavement.

- 6.2 The Committee recommends that grass cutting activity should be prioritized under the routine maintenance and the activity undertaken on all roads. The Department of Feeder Roads was cautioned during the consideration of MRH's Budget Estimates to pay much attention to this grass cutting on its tarred roads, most of whose carriageways have almost been overtaken by vegetation.
- 6.3 The rate at which pot holes develop on newly constructed roads and existing ones are very alarming. Indeed, potholes are one of the banes to Motorists. Aside enhancing the destruction of vehicle shocks/suspension system, potholes serve as death traps. The Committee observed that funds have been allocated for pothole patching and the activity has also been noted to be routinely carried out yet the impact appears a mismatch for the investments made.
- 6.4 The Committee recommends to MRH to revamp the supervision of contracts and engineers in the application of the right mix of bitumen and materials and also adhere to best practice in the patching/sealing of cracks and potholes on our roads. Further, adequate training should be given by MRH to those engaged in sealing cracks/potholes to ensure that the right procedures are employed for the activity.
- 6.5 The Committee was indeed not happy with the level of maintenance of our roads and had reservations on the 45% of the country's roads the MRH claimed are in good condition in the 2014 fiscal year.
- 6.6 Again, the Committee recommends that engineers and supervisors of the Ministry should equally pay attention to the drainage systems of both projects under

construction and existing roads to facilitate efficient discharge of surface run-offs during and after rains. It has been observed by the Committee during field inspection of road projects that materials used for drainage structures in some areas were sub-standard while in others areas, the drains were of inadequate capacity to facilitate easy discharge of the surface run-offs. These situations allow ingress of water into the road pavement and expedite the development of cracks/potholes and ultimately, early failure of the roads.

- 6.7 Road signs and other road furniture especially road line markings are key elements in the prevention of road traffic accidents. They facilitate safe driving in rainy and low visibility conditions and also provide early warning to Motorists of dangers along sections of the road. The Committee has noted with dismay that a number of the road furniture even in the Accra Metropolis have either been damaged or defaced by accidents or from the vagaries of the weather or in some cases, removed by miscreants. The Committee urges the Ministry to take swift action in replacing the damaged/defaced or stolen road furniture to prevent accidents on our roads.
- 6.8 The Committee observed that the application of the Law on Axle Load Limit as stipulated in the New Road Traffic Regulations, LI 2180 among others has affected the transit trade with our neighbouring landlocked countries at the two (2) Seaports of Tema and Takoradi. While strictly applying the rules by virtue of our membership of ECOWAS and enforcing the 60 tonnes for 6-axle trucks per the Protocol, some of the Francophone countries are not adhering to the agreed weight but are allowing 68 tonnes for 6-axle trucks thereby attracting the landlocked countries to use their Sea ports.
- 6.9 In order to win back the transit trade and haulage, the Committee suggested to the Ministry of Roads and Highways to identify all transit routes within the country's

network and improve the road pavement structure in order to accommodate the increased tonnage and ensure that the transit goods are carried on the identified routes only.

- 6.10 Again, the Committee noted the discrimination in weighing heavy loaded vehicles. The vehicles carrying liquid petroleum products are not weighed and GHA and the Ministry were asked to check this anomaly to bring fairness and sanity into the axle load control exercise.
- 6.11 The Committee also noted the funding gap of between 40% and 50% in the maintenance of the nation's roads. The amounts accruing from tolls and levies to the Ghana Road Fund are inadequate to pay for routine and periodic maintenance, minor rehabilitation, upgrading and road safety works that are carried out annually by the three (3) Road Agencies namely, GHA, DFR and DUR. Indeed, the Ministry has huge arrears to pay for work done by contractors.
- 6.12 The Committee also observed that releases of the fuel levy component from the Consolidated Fund to the Road Fund Secretariat are unduly delayed. The fuel levy consists of over 80% of the total amount to the Road Fund, as its delay has direct effect on timely maintenance interventions. The Committee urged the Ministry of Finance to note this concern and act accordingly.
- 6.13 In view of the huge backlog of maintenance required on our roads and many minor rehabilitation and upgrading works yet to be completed, the Committee recommends to the Government to increase the allocation to the Ministry during the fiscal year 2015 to salvage our roads from total collapse.

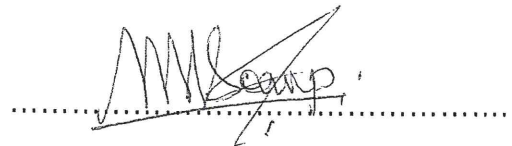
## 8.0 CONCLUSION

8.1.0 The pivotal role played by the road sector is known to all. Therefore, for the Ministry of Roads and Highways to realise its objectives and mission, the Committee urges the House to adopt this report and approve the sum of **GH¢913,657,410.00 (Nine Hundred and Thirteen Million, Six Hundred and Fifty-Seven Thousand, Four Hundred and Ten Ghana Cedis)** for the activities of the Ministry of Roads and Highways for the 2015 Financial Year.

Respectfully Submitted,



**MATTHEW ABREFA TAWIAH  
CLERK,  
COMMITTEE ON ROADS AND  
TRANSPORT**



**HON. MICHAEL COFFIE BOAMPONG  
CHAIRMAN,  
COMMITTEE ON ROADS AND  
TRANSPORT**

**17<sup>th</sup> December, 2014**