



Module 2: Planning, Design, Appraisal and Implementation

The Western Uganda Road Maintenance project

Session: 2.1

Part 2 – Case Study

Presentation: 2.6b

1. Introduction

Learning Objectives

By the end of the session participants will be able to:

- ③ Explain the community participation components of a road infrastructure project
- ③ Analyse key lessons that can be drawn from this case study and applied to other countries and/or projects
- ③ Develop recommendations for improving the community participation aspects of the project

Session Overview

- © Background to the project
- © Community participation component
- © Reflections on lesson learnt

2. Background to the project

The Western Uganda Road Maintenance Capacity Building Project (WURMCBP)

© **May 1997** – for 4 ½ years

- Ministry of Works, Housing and Communications
- funded by the Government of Uganda and UK Department for International Development (DFID)

© **Goal**

- promote economic development and reduce poverty in Western Uganda

Project has several facets

- ⌚ Institutional strengthening
- ⌚ Contractor development
- ⌚ Technical assistance for rehabilitation

Community Participation Component

Pilot:

- ③ New community participation methods
 - working on an informed trial and error basis
 - milestones for review at each phase

Inception phase:

- ③ Assessment was made of
 - community views on road improvements
 - maintenance requirements
 - design features
 - opportunities for community labour and materials contributions

Community Participation Component

Project launch workshop:

- to explain the project to primary stakeholders
- discuss mechanisms for community participation
- develop a Logical Framework for the component

Community Participation Component

Key aspects of the project examined:

Framework

Involvement of communities in
road improvement design

Employment of local community

Effectiveness of road committees (RC)

Framework

Purpose:

- ◎ "To establish an improved and responsive system for the sustainable maintenance of 1157 km of rehabilitated gravel road in Western Uganda involving local communities"

Aim:

- ◎ "To facilitate a high level of community input" into:
 - the design of the gravel main roads being rehabilitated
 - local employment on the roads
 - monitoring of the road works.

Outputs:

- "974km of network rehabilitated and incorporating community-determined design features"
- "effective mechanisms put in place to facilitate community participation in management of road improvement impacts in the project area"

Activities:

- Roadside communities involved in road improvement designs.
- Local community members including women employed in road improvement works.
- Local communities monitoring rehabilitation and maintenance works.
- Local community members, including women and youth employed in routine manual maintenance of gravel roads.
- Road safety training carried out.

③ Modes of participation

- consultation
- information exchange
- some discussion

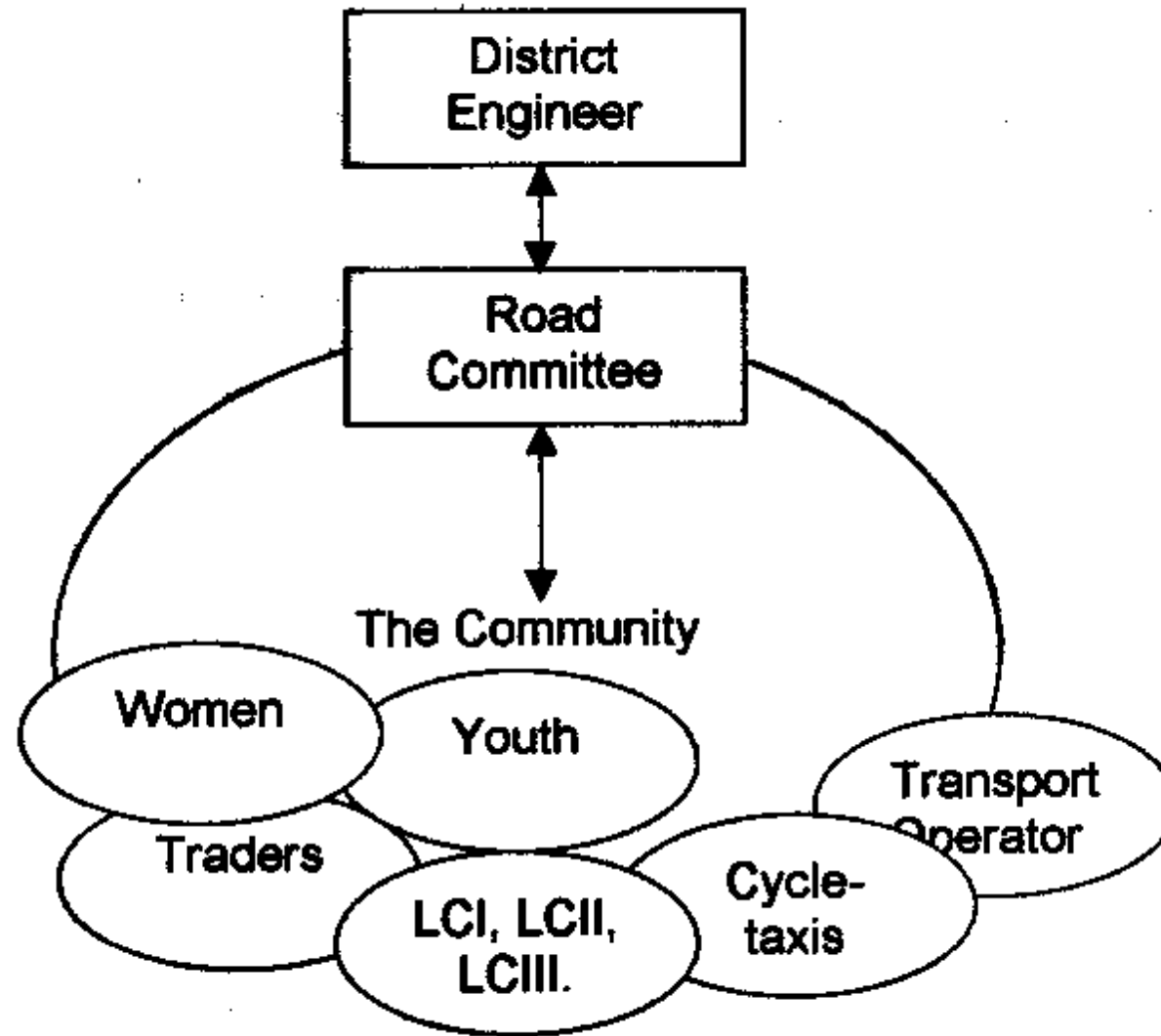
③ Road Committee (RC)

- represent the community
- chosen through a stakeholders' analysis
- considered primary stakeholders representing the community

③ RCs act as

- decision making body
- conduit for the flow of information to and from the District Engineer
- technical road issues, road safety, advertisement for employment for road works

Organogram for District Engineer - Community interface



Involvement of communities in road improvement design

- ③ **RCs role** in the initial design and planning process
 - mainly consultative
- ③ **Selection criteria** for the project roads
 - based on the amount of traffic volume and socio-economic development potential
 - costs sent to the Ministry of Works, Housing and Communication (MoWHC's) Central Office for approval or rejection

Involvement of communities in road improvement design

- ③ Project activities focussed on traditional technical appraisal requirements
 - rather than responding to needs as expressed by the local community
- ③ A reasonable approach?
 - with large roads the benefits are distributed further than the communities on the roadside
 - community members felt they had benefited from the improved roads

But!

Involvement of communities in road improvement design

Community perception:
the roads are government responsibility serving the interests of the rich

"The main reason for the rehabilitation of the road [Fort Portal -Kijura road] is because of Tea estates in the area, not because it was our wish." Boda Boda Cycle Operators Focus Group.

"During the period of my contract I would say I own the road, because I am currently working on it; but after the expiry of my contract I cannot claim so." Petty contractors Fort-Portal-Kijura road.

"The roads belong to the Government" Woman dairy farmer.

Involvement of communities in road improvement design

🌀 Looking at the RC's role

- consultation
- a body to be *informed* of project activities
- educated on technical road issues

🌀 Benefits

- for some engineers: more efficient to not involve the communities in the road design process
- for RC members: technical knowledge enabled them to speak with realism about rehabilitation and maintenance of roads
- and engage in **informed dialogue** with engineers e.g. negotiating over the site of borrow pits

Involvement of communities in road improvement design

Unfortunately!

☉ District Engineers have not been receptive to this empowerment

- most “discussion” between RCs and District Engineer’s Office (DEO) is through the local council works committee
- link between RC’s and DEO is weak
- may be a symptom of the formulation of the RCs

Employment of local community

- ③ **Women** are employed in road improvement works, but
- ③ **Scope for employing local people is limited**
 - to routine labour based maintenance (grass cutting, de-silting culverts)
 - majority of rehabilitation and periodic maintenance works have been *plant* based
- ③ **Tea estates** provide local employment year round
 - effects willingness of people to work on the roads
- ③ **Retrenchment** of many district engineering employees
 - likely most contractors & labourers will be from this well known base

Effectiveness of road committees (RC)

- ◎ Represent the community
- ◎ Starting block for community participation
- ◎ Forestall potential conflicts between roads projects and the roadside residents
 - e.g. demands for compensation over lost land due to borrow-pits and gravel extraction
 - induction seminars raise awareness of the technical and social interfaces in roadwork design
- ◎ Advocacy forum
 - e.g. asking the project to extend a road to the next trading centre
- ◎ **But!** RC's activities: not well known in the community
 - due to lack of feedback on their (RC) activities
 - even though community is well represented by the RC

Project acknowledged the need for a gender balanced approach to labour employment

⊙ Positive discrimination criteria

- assigning light tasks to women
 - e.g. scour-checks, foot path improvement

⊙ **But!** women's fuller and sustained participation has remained elusive

- nature of physical work involved
- society's perceptions of women's involvement in menial jobs

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Giving a technical project a
'human face'



Group Activity

- A. *What key lessons can we draw from this case study to apply to other countries & projects?*
- B. *What recommendations would you make for improving the community participation component of this project?*

Concluding remarks

- ③ Government is committed to strengthening institutional capacity for road infrastructure planning and implementation
 - set up an autonomous Road Agency/Authority by July 2000
 - established a Road Agency Formation Unit in April 1998
 - entrench community participation
- ③ Community participation
 - increasingly a cornerstone in social development projects
 - although the transport sector has lagged behind

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giving a technical project a 'human face'