

# Rural Transport Training Materials

## Module 2:

### Planning, Design, Appraisal and Implementation

#### The Western Uganda Road Maintenance project a case study on community participation

#### Session 2.6

#### Part 2

Presentation 2.6b



The World Bank



**DFID** Department for  
International  
Development



theIDLgroup 

# 1. Introduction

## Learning Objectives

**This session enables participants to:**

- ③ Examine the community participation components of a road infrastructure project
- ③ Reflect on key lessons that can be drawn from this case study and applied to other countries and/or projects
- ③ Provide 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:

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

## Inception phase:

- ⊙ 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.

## ⊙ Modes of participation

- consultation
- information exchange
- some discussion

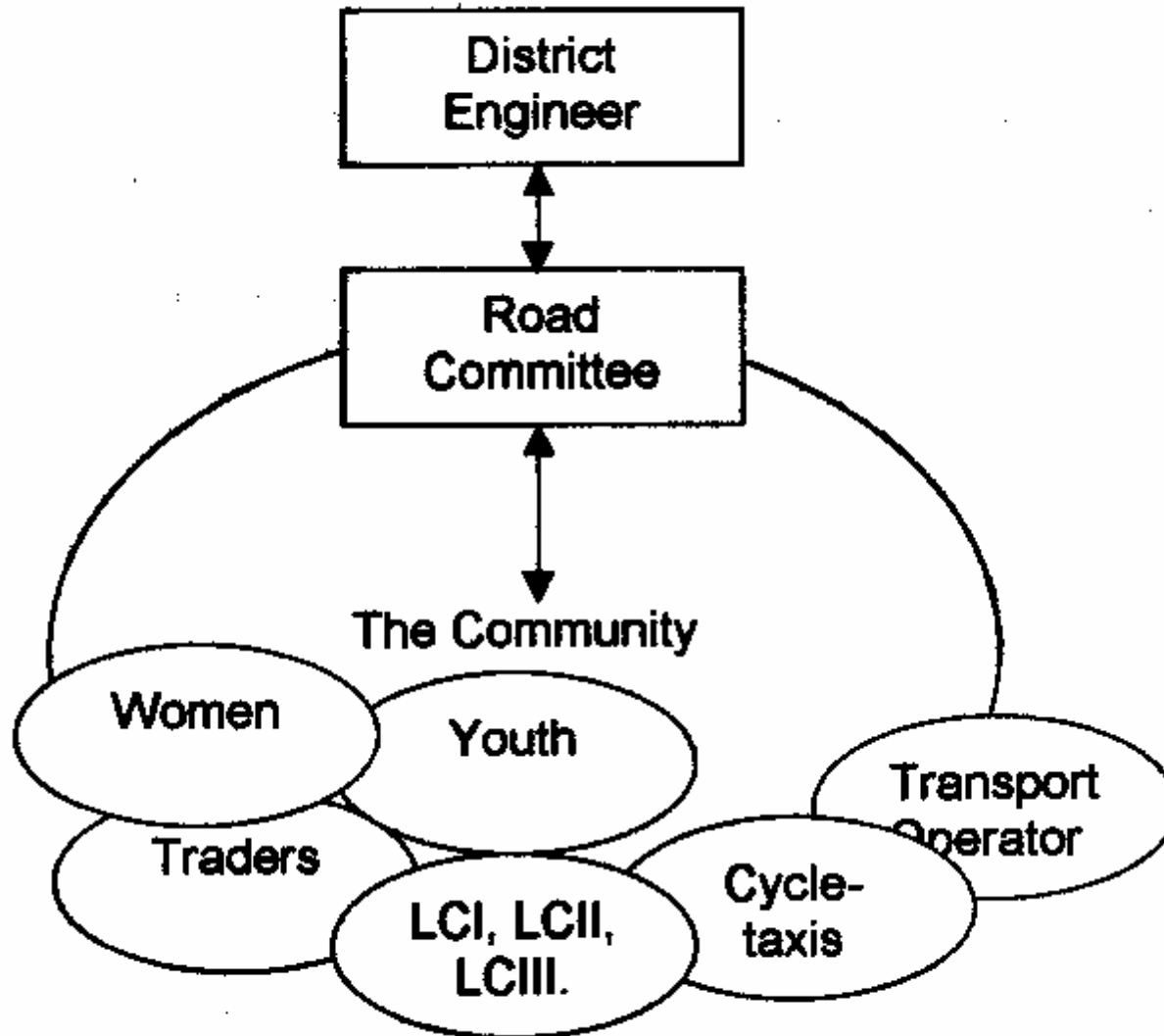
## ⊙ Road Committee (RC)

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

## ⊙ 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

## ⊙ Project activities focussed on traditional technical appraisal requirements

- rather than responding to needs as expressed by the local community .....

## ⊙ 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!**

**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.

## 🌀 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



## 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



## WURMCBP

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

WURMCBP

giving a technical project a 'human face'