

# Planning and Managing Rural Roads

## DEVELOPING ROAD MANAGEMENT CAPABILITIES

Andreas Beusch  
Intech Beusch & Co.



HOW IT  
USED TO  
BE!



All that you can see I owe spaghetti!



**HOW IT IS  
TODAY!**

# The Challenge

- Decentralisation / de-concentration of governance
- Increasing local and dedicated funding
- Increasing private sector execution
- Entrepreneurship development
- Increasing community participation

## The Challenge (cont.)

- Effective inclusion of cross-cutting issues; good governance, environment, safety and health, AIDS/HIV, Gender etc.
- Road works seen as vehicle to reach disadvantaged communities, e.g.
  - Rights based approach
  - Community based development
  - Conflict resolutions / transformation
  - Gender and empowerment
  - Child rights and development
  - Preventive health and nutrition, etc.

# Institutional Reforms

## Current Situation:

- Slow and ineffective change process from being executioner at central level to becoming enablers for and at local levels
- Shift of powers, handing over of responsibilities and resources
- Conflict between central and local authorities
- Ambiguous roles and functions of 'reformed' institutions

## Current Situation (cont.)

- Vacuum situation at central level and under-capacitated local government institutions
- Private sector investments and establishment at local levels insignificant or not acknowledged / utilised
- Political power stresses
- Educational system not geared towards local governance and implementation needs

# Capacity Development for Local Level Road Management

## Starting Steps:

- Reform process to be empowered by adequate policies and respective government acts, e.g. road authority act
- Financing roads at local levels to become effective through dedicated funds and local level revenues (to be enacted)
- Strategies to transfer policies to implementation need to be developed (change management) and implemented



## Capacity Development (cont.)

- Awareness creation at all levels and in all sectors is paramount
- Creation of opportunities for all stakeholders involved, e.g. market for local entrepreneurs, local employment creation, attractive salary schemes for local government employees, etc.)
- Comprehensive capacity (HRD) programme for public, private and community sectors to be synchronised with national education systems

# Central Government Level

- Central Government to shift from executioner to regulator and enabler
- Enabling policies, acts and strategies are a prerequisite
- Systematic approach to develop an enabling environment for authorities, private sector and government employees who remain and those to be retrenched
- Gradually phase out force account and gradually phase in contracting

- New authorities (e.g. road authority, road fund board) require new management systems for semi-autonomous operations, e.g.
  - Organisational development scheme
  - HRD policies and plans
  - Financial management
  - Road (work) standards and norms, quality assurance system
  - Road network management system (overall planning and monitoring)
  - District performance monitoring and auditing systems
  - Research and development programmes
  - Private construction sector development
- Overall development plan to be in place with assured long-term support

# Local Authorities

- Enabling policies, acts and strategies to empower local authorities
- Systematic approach for developing an enabling environment for local authority regulatory operations and private sector work execution
- Financial autonomy through dedicated central government allocations and local level revenues
- Sufficient professionals permanently posted/recruited at local (district) level with adequate remuneration and HRD plan

## Local Authorities (cont.)

- Simple but effective district transport planning and management system
  - Transport planning system, infrastructure inventory and regular condition surveys
  - Prioritisation and resource allocation parameters and procedures
  - Manageable social and environmental impact assessment procedures
  - Manageable technical standards and work norms (e.g. schedule of rates)
  - Simple work planning, reporting, monitoring, evaluation and auditing systems

## Local Authorities (cont.)

- Independent and transparent contract management procedures and tender board
- Effective management procedures for community mobilisation and participation
- Effective cooperation with all local authorities and partners
- 'Mentorship' support for start-up and consolidation phases

# Private Construction Sector

- Paramount is an enabling environment and a reliable construction market
- Fair and transparent procurement system
- Effective contract management system with appropriate (simple) contract documentation
- Timely and 'clean' payment procedures

## Private Sector (cont.)

- Continuous support programme for developing locally based contractors and consultants
  - affordable credit facilities
  - formal and practical training opportunities (accredited and recognised), not only for road works but for all types of construction works!
  - mentorship provision for a prolonged duration
  - support to establish professional associations
  - ‘local bidding bias’ (e.g. resident shortlist / 10% above lowest evaluated bid)



# Communities

- Community mobilisation and facilitation (rights based approach, gender equality, opportunities for economic and social development, etc.)
- Community participation in planning, approval and monitoring process (road committees)
- Effective systems for resettlement and/or compensation

## Communities (cont.)

- Community participation in work execution (worker/building groups)
- Public auditing
- Public relations / information
- Integrated 'beyond road' activities, e.g. entrepreneurial development, life-skill training, social facilities and activities, education, developing building groups into self-help groups etc.

# REFERENCES (useful reading)

- Overseas Road Note 20, Management of rural road networks; TRL 2003
- How a Road Agency can Transform Force Account Road Maintenance to Contracting; World Bank TP-11, by A. Andreski, S. Seth & W. Walker