

Findings from the ESAP2 programme:

Rural Roads sector interventions, March 2016

1. Introduction

1.1 The rural roads sector

Rural roads are considered important for poverty reduction, because they facilitate access to agricultural markets at low transportation cost, improve access to basic socio-economic services, and strengthen rural-urban linkages. Without reliable and efficient access to locations of basic social and economic activities, rural life as a whole stagnates, local development prospects remain limited and the whole economy suffers.

The greatest returns for agricultural productivity, food security and poverty reduction often come from appropriate investments in roads. Thus, the vision for the Universal Rural Road Access Program in Ethiopia is a clear and simple one: To free the country's rural peoples from their access constraints, reduce rural poverty, improve welfare and opportunity, stimulate agro-productivity and share growth - a growth in which the rural poor benefit.

In addition to providing access to economic opportunities for the rural poor, the provision of all-weather roads also has other benefits:

- Gives access to markets, jobs, schools, social and health facilities (e.g. ambulances);
- Easy to access locations are more attractive to qualified teachers and health workers;
- Provides both short (road construction) and long-term (road maintenance) employment opportunities; and
- Reduces the negative impacts of natural disasters and shocks and provides the links needed to manage such calamities.

Importantly, access is not just a matter of providing roads, but also of enabling *affordable transport services*. Efficient rural transport plays a huge role in promoting rural development by lowering transport costs, cutting travel time and improving the quality of transport services.

Under the Universal Rural Road Access Program (URRAP), 39,070 km of all-weather *woreda* roads were constructed during the first four years of the Growth and Transformation Plan (GTP)¹. As a result, the proportion of kebeles connected by all-weather roads increased from 39% in 2009/10 to 68% in 2013/14 (report in GTP II). These achievements are

¹ It is worth noting that this investment covered the construction of 55 percent of the rural roads planned under URRAP. In June 2014, the Minister of Transport told members of parliament: "Lack of proper follow up by higher officials and budget delays are the critical factors that hamper the progress of the programme," (Ethiopian Business Review, August 2014).

remarkable, especially considering the country's rugged terrain and the uneven geographic distribution of the population with many isolated rural settlements. However, more remains to be done: many communities are still left isolated and without road access, particularly during periods of rain. GTP II will therefore ensure the further expansion and sustainability of road infrastructure network with attention to, amongst others, road and contract administration by the Woreda desk, and reduced transport costs. The evidence from ESAP2's rural roads sector interventions shows that social accountability can play a role in supporting the government in implementing these objectives.

1.2 The Ethiopia Social Accountability Programme - Phase 2

The ESAP2 programme has been working on the improvement of basic services in Ethiopia since the programme's inception in 2012. Social Accountability is a process by which ordinary citizens - who are the users of basic public services – voice their needs and demands and create opportunities to hold policy makers and service providers accountable for their performance. The process aims to improve the quality of and access to public basic services. Working with 49 Social Accountability Implementing Partners (SAIPs), the programme has been implemented in 223 woredas in five key sectors: health, education, agriculture, rural roads and water and sanitation.

In all, 18 SAIPs chose to engage themselves in the rural roads sector in 31 woredas. Three additional SAIPs (KMG, SWDA, and APAP) that worked primarily in other sectors also reported results in the rural roads sector by the end of their project. By December 2014, a year before project completion, social accountability projects had already contributed to the following results in the rural roads sector:

Table 1: Results of SA in rural roads and type of contribution by December 2014

Type of result	#	Type of contribution		
		Community (cash and in kind)	Government	Others (e.g. NGOs, private sector)
Constructed rural roads (in km)	134	1,131,914.00	7,596,318.00	0.00
Maintenance of rural roads (in km)	247.36	1,117,280.00	522,293.00	1,412,200.00
Recruited road desk experts (#)	11	0.00	222,948.00	0.00
Construction of bridges	43	20,000.00	2,992,462.00	0.00
Total Rural Roads		2,269,194.00	11,334,021.00	1,412,200.00

This report will provide a brief overview of the key findings that have emerged from ESAPs' engagement in the rural roads sector. It shows the main trends that have emerged from the reports and monitoring visits to the SAIPs that are working in the rural roads sector.

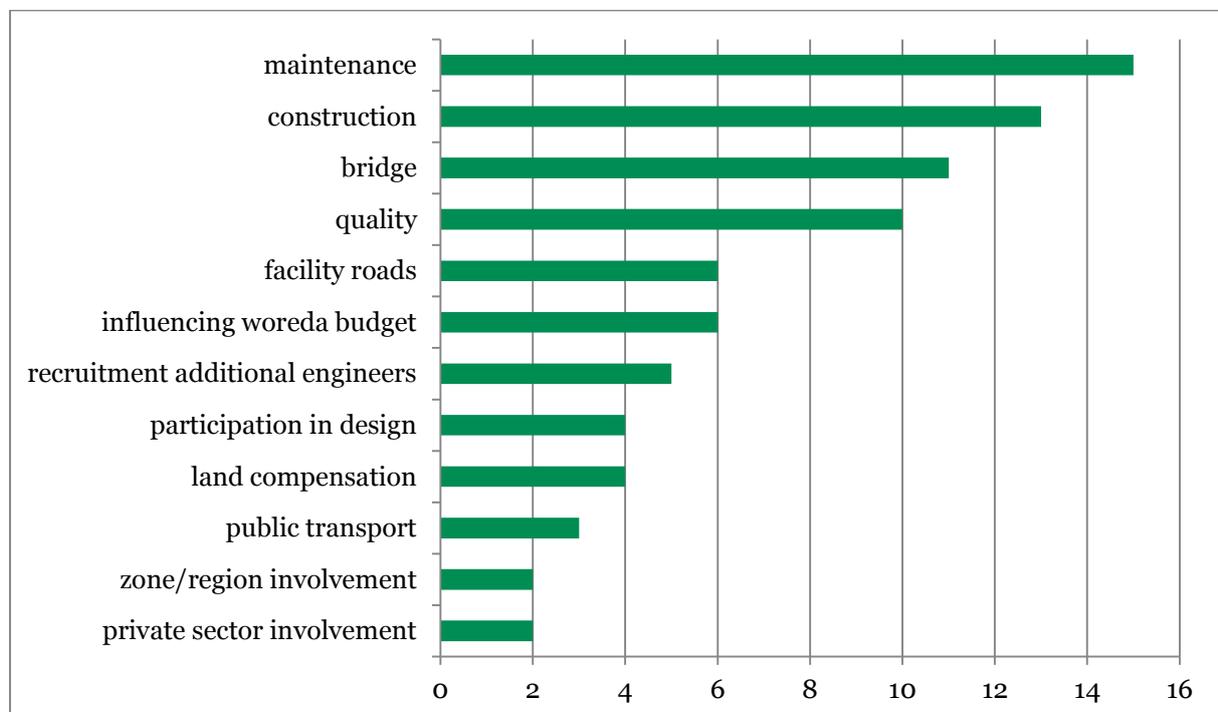
2 Key findings

When we look at the themes that emerge from the quarterly reports of SAIPs, the M&E reports of the MA, and case studies collected from the SAIPs that are active in the rural roads sector, we note the following contributions of SA interventions to the rural roads sector:

- Bringing roads to appropriate standards
- Constructing new roads
- Budget awareness and functioning of Woreda rural roads desk
- Community participation for effective rural roads investments
- Private sector engagement
- Affordable public transport

Figure 1 gives an overview of the types of interventions that were reportedly included in the Joint Action Plans and were completed by the joint effort of the Social Accountability Committees, the communities, and the local authorities with support from the SAIPs. In most woredas a mixture of interventions was implemented, based on the communities' priorities.

Figure 1: Frequency of interventions in rural roads sector, as reported by SAIPs



2.1 Bringing roads to appropriate standards

The mission of the Universal Rural Road Access Program (URRAP) is to connect all Kebeles by all-weather roads and provide communities year round access. Road infrastructure will be of appropriate standards to meet the needs of the rural communities and will be affordable to build and maintain.

When communities used social accountability tools to compare the conditions of the road to the contract terms or to the established minimum standard, they identified issues that resulted in roads being inaccessible part of the year. As an example, MENA reported *“due to inappropriate design and construction, the road surface get sticky and muddy, and is saturated with water so it doesn’t allow any transport to pass”*. In part such problems were due to poor monitoring by Woreda Roads Desk and weak community participation during construction and maintenance

The social accountability projects not only facilitated the identification of problems with rural roads, the projects also contributed to solving these problems. In many cases, rural roads were maintained (sometimes after years in which such community demands were not responded to), while at the same time new rural roads were constructed. For instance, WCAT reported *“the Joint Action Plan is well developed, and as a result one rural road is maintained and two rural roads that link Kebeles with the Woreda centre have been constructed (total 20 kms), but four bridges remain to be constructed”*. SA dialogues between road users and service providers about maintenance have also led to observations about the lack of maintenance budget: *“Only Birr 60,000 was budgeted and that was not enough to properly maintain the road”*, according to a citizen. This may be one reason why some roads were left without maintenance, despite many requests for repairs from communities to the Woreda Roads Desk (MENA, SOS Sahel). Case 2.1.1 of REST illustrates that communities are willing to contribute to maintenance, as long as the Woreda provides the minimum expertise. In several cases, regular maintenance of rural roads has now been organised following interface meetings (e.g. MfM and MENA).

Case 2.1.1 Community willingness to contribute to maintenance

Through the SA project by REST, rural road maintenance was carried out by communities, *“because there are budget constraints from the government, and we need vehicles to enter our kebele”*. Road maintenance now receives follow up by the rural roads desk. For instance the road along Debregenet and Logomti kebeles of Adwa Woreda was maintained, and so was the rural road in two tabias of Kiliteawlaleo woreda. The road from Tsadanale to Kushets and from Aadieshoka to Kushets cost 900,000 Birr to maintain, and out of this 400,000 Birr was contributed as free labour on a voluntary basis. Maintenance of a road going through three kebeles from Kiltie Aawlaleo to Kushets was conducted with a total budget of 158,000 Birr, and the community contributed the share of 56,000 Birr through free labour.

In four cases, the woreda committed to hiring additional experts for the Woreda Roads Desk, so that expertise could be provided to kebeles. *“Smooth and healthy cooperation between*

citizens, service providers and government authorities was created to resolve rural road issues by themselves wherever possible” (OWDA/GPRDO).

Case 2.1.2: Rural Road Quality Improved in Chari Hobe Kebele

As a result of the SA process, discussions and constructive dialogues, the quality of the rural road that was under construction in Chari Hobe Kebele of Alle Woreda has improved (IWCIDA). Kebele and Woreda Social Accountability Committees, Focus Group Discussant members and the Rural Roads Committee conducted continuous and regular follow-up that resulted in the following improvements:

- Communities’ awareness about their duties has improved and a sense of ownership has been developed. As a result, reporting on quality problems has increased.
- A boundary dispute was resolved, and the road width is now to the 12 meter standard.
- Sand (quarry) quality improved and the thickness of 15 cm was respected.
- The road slope was reduced below the 12% maximum standard.
- As a result of the recruitment of an engineer, the Woreda Road Desk was able to provide adequate supervision during the construction.

2.2 Constructing new roads

During the SA process many communities highlighted long delays in road construction, especially when compared to the terms and conditions in the agreement with the contractor. Multiple reasons were identified, among which low capacity of the contractor in terms of logistics, machinery and capital (IWCIDA, SL, OWDA/GPRDO), delay in payment (MENA), a non-feasible road design (SL), or a design that was not surveyed by experts (TYA), a non-functional kebele roads committee (SL), and lack of coordination among administration, road desk, community and contractors (MENA).

Delays in construction and the failure to consult the local community about the conditions of the land in the rainy season, causes many undue inconveniences for communities. In Jimata Kebele, road construction works that started four years ago remains uncompleted. During the rainy season, only the road through nearby Gura Haricho Kebele remains open, this means that the communities face higher transport cost and longer travel distances if they need to travel during the wet months. Construction delays may also cause other inconveniences, for example, in the case of the Ligaba to Sibu Abad road, Gura Haricho kebele, due to construction delays, road surfacing materials were stored on a farmer’s field throughout the agriculture season, and the community was forced to pay 9,000 Birr in compensation to the farmer who had missed a year of harvest.

In 13 cases, new rural roads were constructed as agreed between service users and providers during the SA process. Two SAIPs reported that a rural road agreed for construction in the Joint Action Plan could not yet be implemented as planned. In the case of IWCIDA a long rainy season in the area affected the completion of a rural road agreed upon in the JAP. In the case of ADA, the quality of the rural road was compromised and the road is not accessible in all-seasons.

Case 2.2.1: Serving remote households in Siso Benja Kebele

Siso Benja Kebele is one of three SA intervention kebeles in Alle Woreda (IWCIDA), and it is the remotest one. This Kebele got a rural road construction budget from URRAP to join the Woreda capital with the Kebele center, where the Kebele administration office is taken as the 'center'. However, in this case the office is located on the border of the Kebele, and as a result, the new road mainly benefits the neighbouring Chari Hobe Kebele. In terms of policy, the design was right, but 90% of the Kebele's population could not benefit from the road.

This problem was frequently raised during the SA process, and finally users and providers agreed to solve it jointly. The community contributed ETB 30,000 in cash and ETB 21,000 in labor, while the government allocated an additional budget of ETB 1,371,000 million. The rural road was extended 1.76 km into the Kebele, beyond the Kebele administration 'center' to benefit more citizens. More could not be achieved due to a vast marshland in the area. Building a road across the marshland would require advanced road construction technology and a much greater budget. For now, the community is partly satisfied with the benefits the rural road extension has brought: Most children can go to schools at the appropriate age, women can access health services, and farmers get access to markets for their produce.

In addition to supervising rural roads maintenance and construction, Woreda engineers also supported kebeles to construct 'community roads', which connect villages to the rural road. Woreda engineers also assisted in the construction of 'facility roads' that make health centres and schools better accessible to the public.

Case 2.2.1: Newly recruited engineers also design community roads

After agreement at the interface meeting, two road engineers were recruited in Gezegofa Woreda, SNNPR (SL). In August 2015, the MA monitoring team found that the design work of 24 km road was completed and 10.5 km of the earth works had already been done. Communities had contributed 818, 000 Birr for the road construction. At a later stage, SL reported that in Aykena Zagmer Kebele a road from the health post to the main road had been constructed. The road experts had also designed internal roads in this kebele, so that people could construct community roads that link their villages to the main rural road.

2.3 Budget awareness and functioning of Woreda roads desk

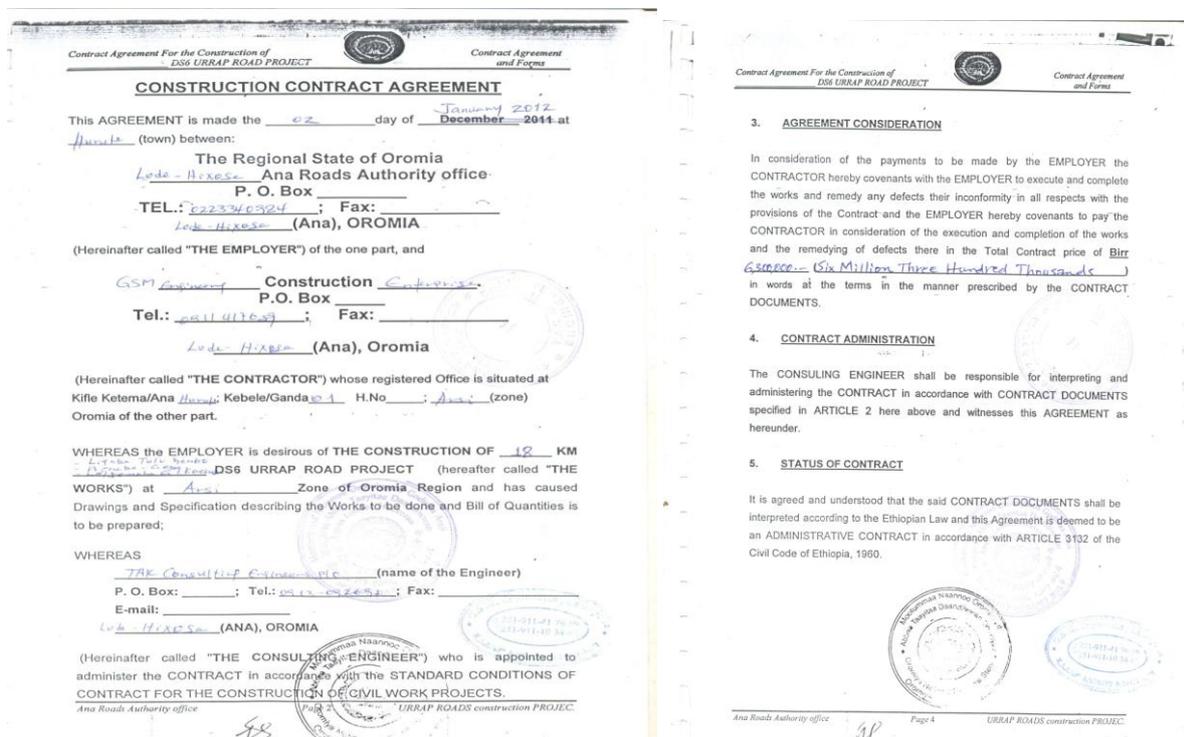
In principle, the Woreda roads desk assumes the responsibility for formulating, executing and managing all aspects of the Woreda and community access roads provision contracts. The Woreda utilized its own road construction staff, small scale contractors and SMEs in the delivery of the road construction work. Where needed, the Woreda roads desk can contract additional supervision services. SA projects found that many Woreda Roads Desks were not functioning well due to understaffing or lack of connections with zone and regional level offices. In Serbia Abay, Sedal woreda (EWLA) two rural roads staff were working in isolation of the regional office, and they did not have the material to support to rural roads

construction nor the knowledge to supervise it. More engineers were assigned during the SA projects, but in some cases staffing remains a challenge. In Amibara woreda (UEWCA/Rohi Weddu) an expert was assigned during the SA process, but shortly after he was away from the office to further pursue his formal education.

URRAP unifies all rural road infrastructure interventions under a single umbrella at woreda level. This includes the Woreda block grant, the Productive Safety Nets Program (PSNP), and agriculture and rural development programs with road construction components, while voluntary and community contribution also make up a substantial financial component of the program. At least 4 SAIPs found that in practice, woredas needed to engage zonal and regional authorities in order to achieve construction objectives, and this poses challenges for transparency about rural roads financing:

During Public Expenditure Tracking Survey (PETS) the SAIP MENA noted: “one of the challenges is the lack of uniform and consistent data. Also, due to government's busy schedule, government officials were not available to collect data. Further, the government official assigned to help the PETS team at regional level was not cooperative, which made it impossible to collect data from regional level. Since the contractor is recruited at zonal level, the woreda has no information about the consultant or contractor. We noticed differences in data from WOFED and woreda roads desks, but we were able to get an explanation from the relevant woreda officials.”

Illustration: A single agreement for three rural roads in Lode Hetosa worda



Some rural roads resources are not decentralized to the Woreda level. MENA was among those who found that most of the URRAP administration processes, such as bidding,

selection of contractors and consultant firms, and payments for those firms, are managed at the zonal level. Although the woreda signs the contractor agreements (see the illustration above for a contract example), the selection and the payment are done by the zone. Moreover, the agreement and payment of contractors are in lump sum for several roads in the woreda, which makes it difficult for citizens to track the budget allocation for a specific kebele road². In such cases communities and woreda are not aware of the total rural roads budget, and are unable to hold contractors to account for the work they produce. For instance, in Lode Hetosa Woreda the WoFED had no information on the budget allocation, transfer and expenditure for a given site, no contract agreement documents and no guidelines related to the URRAP construction site, which makes site monitoring and follow up of budget utilization a difficult task. When the community has made a substantial contribution, and subsequently considers the works of poor quality, this lack of transparency may lead communities to become suspicious of leakage (see case 2.3.1).

Case 2.3.1: Community revenge

Two colleagues of the ESAP2 Management Agency were on a monitoring visit when their car got seriously stuck on a rural road that had just been inaugurated the week before. The community came to the rescue, hoping to gain a few Birr in the process. While the work was ongoing, a Toyota Highlux approached with high speed. One of the MA colleagues signalled the vehicle to slow down, but the community members said: *“let it go!”* Shortly after the Highlux also got stuck in the mud that was hidden under a pool of stagnating water in the middle of the poorly constructed road. The driver called on the community members to come and help, but they replied: *“Can’t you see that we are already busy?”* To the MA staff they whispered that the wife of the contractor was in the vehicle, and as the road was so poorly constructed, they thought it only fair to let her suffer the consequences of her husbands’ work for some time. *“It is the only power we have”*, they added.

Case 2.3.2: Contractor submits project details

Ato Gezehagn Adiraro, Anderacha Woreda Rural Road Chairman and leader of the Woreda Social Accountability Committee (SAC) explains how the Woreda gained more control over rural roads construction. *“We asked the contractor selected by the region to submit a road project plan which shows the construction standard, design and specifications, and also to sign an agreement at Woreda level with service providers in the presence of community representatives. Initially, the contractor was confused with the new approach and tried to refute. Eventually, he understood our stand and went back to talk about the issue with the regional consultant and concerned government office.”*

² MENA reported that recently *“software is installed and it is now possible to get the budget per kebele”*.

Contractors used to receive payments by written recommendation of a regional expert without the consent of the community or the Woreda Roads Desk, who had no information: who checks the construction, how is the payment made to the contractor? In the social accountability reform agenda we agreed that the Woreda Roads Desk, in collaboration with the SAC, should be given the responsibility to check whether construction works proceed as per the standard. The WRD should then write a recommendation letter for the contractor's payment. In addition to creating a sense of ownership and strengthening the power of Woreda service providers, this has improved the relationship between the Woreda (where construction is conducted) and the Region (where the finance comes from)."

In eleven SA projects, communities identified the need for a bridge to improve access of the rural road, and in some cases they contributed to the construction of the bridge (e.g. SL, SWDA and EWLA). ADA reported the construction of a temporary bridge which gave people from one community access to the health centre that is supposed to serve them. KMG was working in the health sector, where communities identified that the ambulance didn't serve the community because of inaccessibility of the health centre. The Government subsequently allocated funds for the construction of 8 km road and a bridge, so the access problem has now been solved.

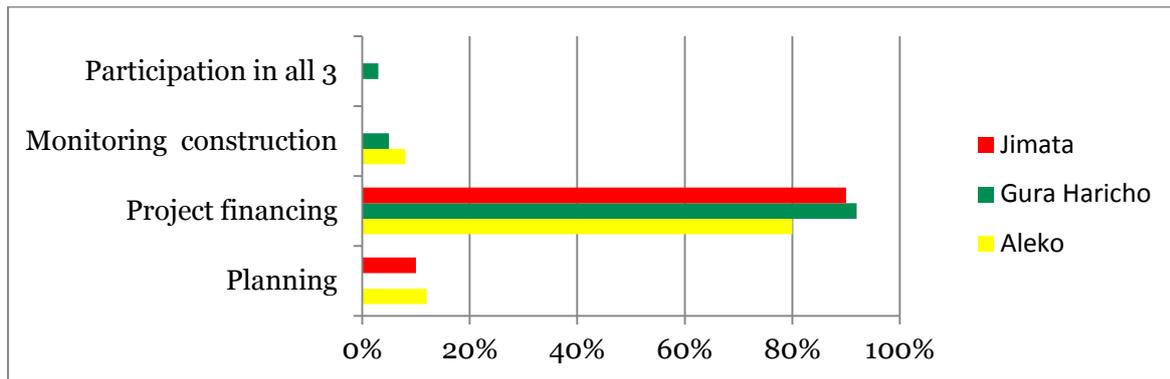
Case 2.3.3: Region mobilizes NGOs for bridge construction

In Mao Komo Special Woreda, Benishangul Gumuz, the Region Rural Road Authority Manager, Mr. Yihun Gudeta participated in the Woreda interface meeting. Prior to the meeting, he visited the rural road and the river crossing of Wanga Giten Kebele. He was pleased with the Citizen Score Card tool approach followed by the citizens. After citizens presented the service issues, he promised to solve the problem of crossing the Wanga river. He also promised to provide machinery for rural roads construction as soon as possible. His office subsequently prepared the design of a bridge and mobilized the NGOs working in the Woreda for funding of the construction.

2.4 Community participation for effective rural roads investments

The URRAP activities are guided by a number of principles, among which community participation in the design, construction and maintenance, because it contributes to the long term effectiveness of rural roads investments. SA projects showed that at woreda level "participation" is understood in a very narrow sense: contributing money and labor. In the case of Lode Hetosa Woreda, a majority of respondents in the PETS survey (89%) claimed to have participated in URRAP, but when asked in which activities, it was mainly in the community contribution to finance the project (see figure 2).

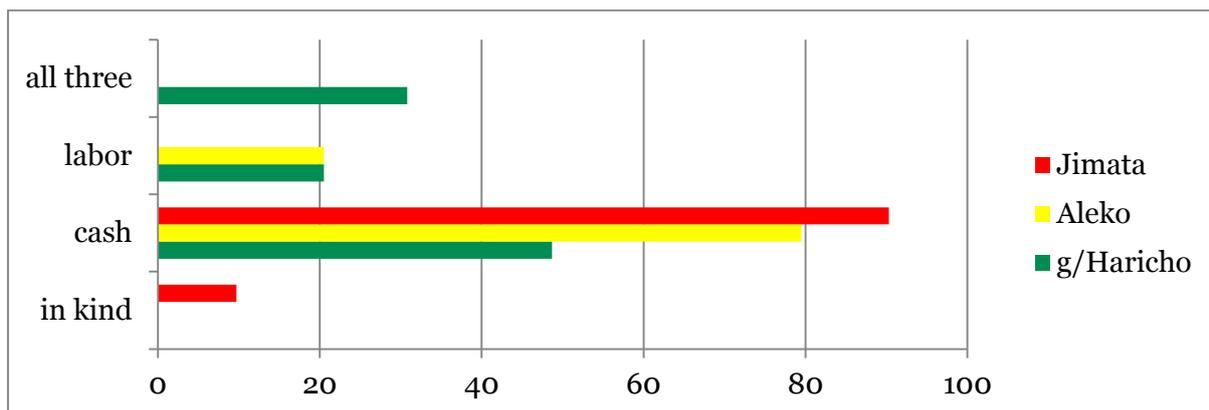
Figure 2: Community participation in rural roads – Lode Hetosa Woreda



When we analyse the PETS data on project financing, we see that communities mainly contribute cash and labour (see figure 3). MENA’s report explains: “Giving cash contributions is higher than any other form of participation, while the amount varies from Kebele to Kebele. According to the interviews with community key informants, the amount of cash expected from households is decided by the Woreda council, and is based on the amount allocated to the specific road from the Woreda capital budget and the MDG budget. The amount of budget levied on each Kebele also differs based on their relative income or productivity of their farm land within a given harvest period. The amount of cash collected from the community per household was 300 Birr at Jimata and Gura Haricho, and 200 Birr at Aleko.”

Figure 3 shows the nature of the community contribution in Lode Hetosa Woreda. The fact that Jimata households contributed the highest amount may explain their exemption from labour contribution.

Figure 3: Nature of community contribution – Lode Hetosa Woreda



The Gura Haricho Kebele road has its own drawbacks; the drainage and water crossing structures were constructed in such a way that it caused flooding onto nearby farmlands. Had the communities been consulted, these problems could have been prevented:

“Woreda officials and experts just informed us what we should do to contribute to the program. Our community has rich experience and local knowledge regarding the geographical set up and weather condition of the kebele. But during the planning and

designing process of the road, the community views, ideas and concerns were not considered. It could have minimized the adverse impact encountered during and after construction.” Focus Group Jimata Kebele

SA interventions enabled such participation in the design, construction and maintenance of rural roads. For instance REST reported that *“due to community involvement, the design of road has changed to meet the needs of the community. After this experience, the experts continue to involve the community in designing rural roads.”*

Case Story 2.4.1 Women getting involved in the Rural Roads Committee

For Zenebu Desta, aged 39, resident of Chicha kebele in Anderacha woreda of SNNPR (GPRDO), the most significant change that social accountability interventions have brought is the involvement of deprived community members in the open decision making with government officials and service providers. This paved the way for the citizens to realize the capacity they have to contribute to service improvement.

“The approach followed during SA workshops was well adapted to my level of understanding, because less stress was placed on written training materials that are of little use to illiterate women like me. Training was provided in the local language using pictures displayed by PowerPoint”. Zenebu loved the ongoing sensitization and the Focus Group Discussants (FGD) in which the representatives of social groups raise their issues and discussed possible solutions. She mentioned that through exclusive women FGDs, the women learned how to raise their concerns. The process has helped them to increase their participation. Before social accountability there was a *“low level of women participation on their affairs and their membership in the user committee was very poor”*. According to Zenebu, *“FGDs create common understanding among participants, which helps to prioritize problems”*.

Using this opportunity Zenebu now plays a key role in the kebele SAC: *“My major contributions so far were: motivating women to demand their entitlement; mobilizing community contribution for rural road construction; and forwarding community complaints on rural roads quality issues to the Woreda SAC and the concerned government unit”*.

The SA process also helped to mediate right-of-way and to manage expectations of compensation for land. TYA reported that farmers had not been willing to give their farmland for road construction, but when matters were properly discussed they cooperated. APAP reported that two residents were willing to move their houses which had been blocking the road to Awuzen school for years, which finally enabled proper maintenance of the road.

2.5 Private sector engagement

An important guiding principle of URRAP is to enhance employment opportunities and promote private sector participation and enterprise in the rural roads sector. Increasing the participation of the private sector in road sector development also remains an important objective for GTP II. The Ethiopian business review, August 2014, reports on the challenges that come with this policy: *“a large proportion of the problems in URRAP arise from the inexperience of the contractors. URRAP is mainly pursued by construction professionals with four or more years of experience, who can form a group of at least four individuals including two civil engineers, a foreman and a surveyor. These contractors are given up to 20 km rural road projects.”*

There is specific evidence that SA had a positive effect on the quality of contractors hired for rural roads construction:

OWDA/GPRDO reported that the construction work in Anderacha Woreda, Chegacha kebele, was stopped upon request of the community due to low capacity of the contractor. Works restarted when a better contractor was hired and 5.7 km were completed.

During the interface meeting in Lode Hetosa Woreda, the community noted the following case that had already been brought to court before the SA project started: The community had stopped the work of an SME contractor, because it was a teacher without qualifications, working under the licence of a friend in the construction business. According to the policy, an SME that qualifies for road works has to have at least two engineers, but this was clearly not the case. The contractor was friendly with the previous head of the Woreda Roads Desk, and managed to receive payments, although the work was never completed. The Zone, the new head of the Woreda Roads Desk, and the Woreda Administration agreed to investigate the matter and, if necessary, support the court case.

There was also other evidence of private sector involvement in solving roads problems, for instance through agriculture development projects, agribusiness and a marble factory (see case 2.5.1). Such private actors need roads for their machinery and the transportation of their products. They were invited to the interface meetings, and became involved in the maintenance and construction of new roads. The Amibara woreda SAC (UEWCA) for instance, *“approached the Awash Basin Authority to support the construction of a rural road with the help of citizens.”* Accordingly heavy duty machinery was used to remove Julia Prosophice, and a rural road was constructed from the Djibouti-Addis Ababa main road to Melka Worer. In addition, the broken Bonta bridge was repaired.

Case 2.5.1: Marble producing companies take responsibility

In Sedal Woreda (EWLA) the Participatory Planning and Budgeting forum discussed the causes of damage to existing roads and who or what was responsible. The main causes were floods, torrential rainfall and the lorries of nearby marble producing companies. During the meeting, the Woreda administration and marble producing companies and the communities were jointly assigned responsibilities for the protection and maintenance of the existing roads. The woreda administration included the issues in the plan and budget for the next year, and banked on the willingness of the marble producing association and private limited companies to contribute for the construction of a road at Diza Kebele.

2.3 Affordable public transport

The GTP II strategic direction for the transport and logistics sector includes building the capacity of the private sector to play its role in providing transport and logistics services, such as establishing effective linkages between agricultural producers and major market centres.

In at least three cases social accountability interventions raised issues related to public transport, and communities requested to make transportation more available and costs more reasonable. Save Lives reports that *“before, the transportation cost was very high, but now, through close discussions with concerned government officials and service providers, reasonable transportation costs have been agreed.”*

Conclusions

Social Accountability interventions in the rural roads sector have contributed to improved maintenance and construction of rural roads and bridges. The interventions have increased transparency in the sector, which has built trust between service providers and communities. Evidence suggests that there are many more rural roads and Woreda Road Desks throughout the country that could benefit from SA. ESAP2 has seen reports of Woreda Roads Desks continuing to solicit organised participation of communities in the design, construction and maintenance of rural roads, as well as community roads.

One key factor that has contributed to successful improvements in rural road conditions has been a greater awareness of the 'standard' for construction. The Government of Ethiopia has set an ambitious goal to connect all kebeles with their woreda centre, and 'knowing the services, standards and guiding principles' (explained in essence in this paper) has helped communities and local officials to set realistic targets that respond to local needs, while at the same time meeting these goals.

Many SAIPs have reported the willingness of communities to contribute to maintenance and construction, and to share their local knowledge about weather and geography to the benefit of more sustainable construction of rural roads. Communities have seen their views being taken seriously in the design of new rural roads. In several cases citizens have now made their land available for road construction, where this used to be problematic. Case studies have shown that the SA process has been beneficial in creating more productive and transparent relationships between communities, contractors, the woreda and the zone or region. The recruitment of additional engineers to comply with the staffing standard for the Woreda Roads Desk has also improved community access to rural roads services.

SA has brought the need for community organisation to the fore. Men and women alike have taken their role in Rural Roads Committees more seriously, and have taken responsibilities where this did not used to be the case. Better quality and cleared roads are evidence that communities, private sector and woreda authorities can work positively together to ensure that all households can benefit from rural roads and affordable public transport.

Rural roads construction is a costly affair, which will continue to demand creative resource mobilisation efforts. SA has facilitated community resource mobilisation and linkages with private sector and NGOs that are in a position to support local efforts. More transparency in the rural roads sector about the various sources of funds for the construction of rural roads will enable the Woreda Roads Desk to function better and to develop even more productive relationships with the 'tax paying' communities.

Annex 1: Agriculture sector research – frequency tables for typical problem-solution patterns

Typical problem-solution pattern:	Documented by the following SAIP:	Frequency
Maintenance	WCAT, MUM, UEWCA, MENA, REST, SOS Sahel, EWLA, IWCIDA, PICDO, LIA, HUNDEE, PDN, HFC, TYA, ADA	15
Construction	SOS Sahel, WCAT, SL, KMG, UEWCA, REST, EWLA, ADA, OWDA, LIA, PICDO, HFC, AFD	13
Bridge	IWCIDA, TYA, WCAT, ADA, SL, LIA, KMG, UEWCA, SWDA, EWLA, MENA	11
Quality	HFC, SOS Sahel, HFC, TYA, WCAT, ADA, MENA, EWLA, IWCIDA, PDN	10
Facility roads	WCAT, SOS Sahel, ADA, KMG, UEWCA, APAP	6
Influencing woreda budget	EWLA, MENA, IWCIDA, ADA, SL	5
Recruitment of rural road experts at woreda level	HFC, IWCIDA, SOS Sahel, ADA, LIA	5
Land compensation	TYA, APAP, MENA, IWCIDA	4
Participation in design	PICDO, REST, MENA, SL	4
Public transport	SOS Sahel, SL, MENA	3
Private sector involvement	UEWCA, EWLA	2
Zone/region involvement	MENA, EWLA	2