

# Sector Analysis, Institutional Change and Advocacy Abridged Report

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This Overview Paper summarises the recommendations of the “Sector Analysis, Institutional Change and Advocacy” report produced by CrossRoads consultants in May 2013. It is designed to give readers a swift overview of the key issues dealt with in the report, as well as to point them towards the exact pages and sections where more detail can be found in the original report.

## Background

The May 2012 Annual Review of the CrossRoads Programme stated that there is a high risk that public sector reform within the roads sector will fail as a result of low capacity, and problems with the misuse of funds and politically motivated projects. In particular, the review noted that the public sector is likely to take an approach which heavily favours the public sector in road construction. If this occurs, it will undermine CrossRoads’ work towards Output 2, and stunt growth in Uganda’s roads sector by eliminating competition.

Although CrossRoads has always conducted advocacy activities, these have mainly focussed on the private sector and have not taken a policy focused approach. The Annual Review recommended that, in order to strengthen Output 2 and bring about institutional change, the CrossRoads Secretariat should also undertake advocacy work designed to influence policy makers and to address institutional constraints.

As an impartial body, the RIC is in an excellent position to play a major role in this work by advocating and lobbying for institutional change. (See pages 7–18 in the full report for more background information.)

## The sector analysis and advocacy review and report

Based on the recommendations of the review team, CrossRoads worked to identify institutional constraints to progress in the roads sector (see Figure 1). (See Section 3 in the full report.) This included conducting an extensive stakeholder analysis to identify the interests of those who will be affected by changes in the road sector – which allowed the CrossRoads team to narrow down which constraints most impact on the Programme’s stakeholders. (See Section 4 in the full report.) These are the key areas upon which CrossRoads and the RIC should concentrate their advocacy activities:

- A lack of confidence among contractors in the systems of those commissioning work (demand side)
- The Government of Uganda’s reliance on Force Account
- The advantages given to international contractors
- The lack of coherent government policy
- A limited awareness of, and participation in, road related policy among citizens
- The allocation of insufficient funding to road maintenance by the government
- A lack of coordination among stakeholders in the industry
- The fact that there are too many briefcase contractors operating in Uganda.

When identifying these focus areas, the CrossRoads team prioritised issues that are (i) important to stakeholders, (ii) can be addressed by the RIC given their expertise, (iii) complement existing or planned CrossRoads initiatives, (iv) are not addressed by other stakeholders, and (v) have the potential to achieve progress given CrossRoads’ remaining resources and lifespan. (See Section 5 of the full report.)

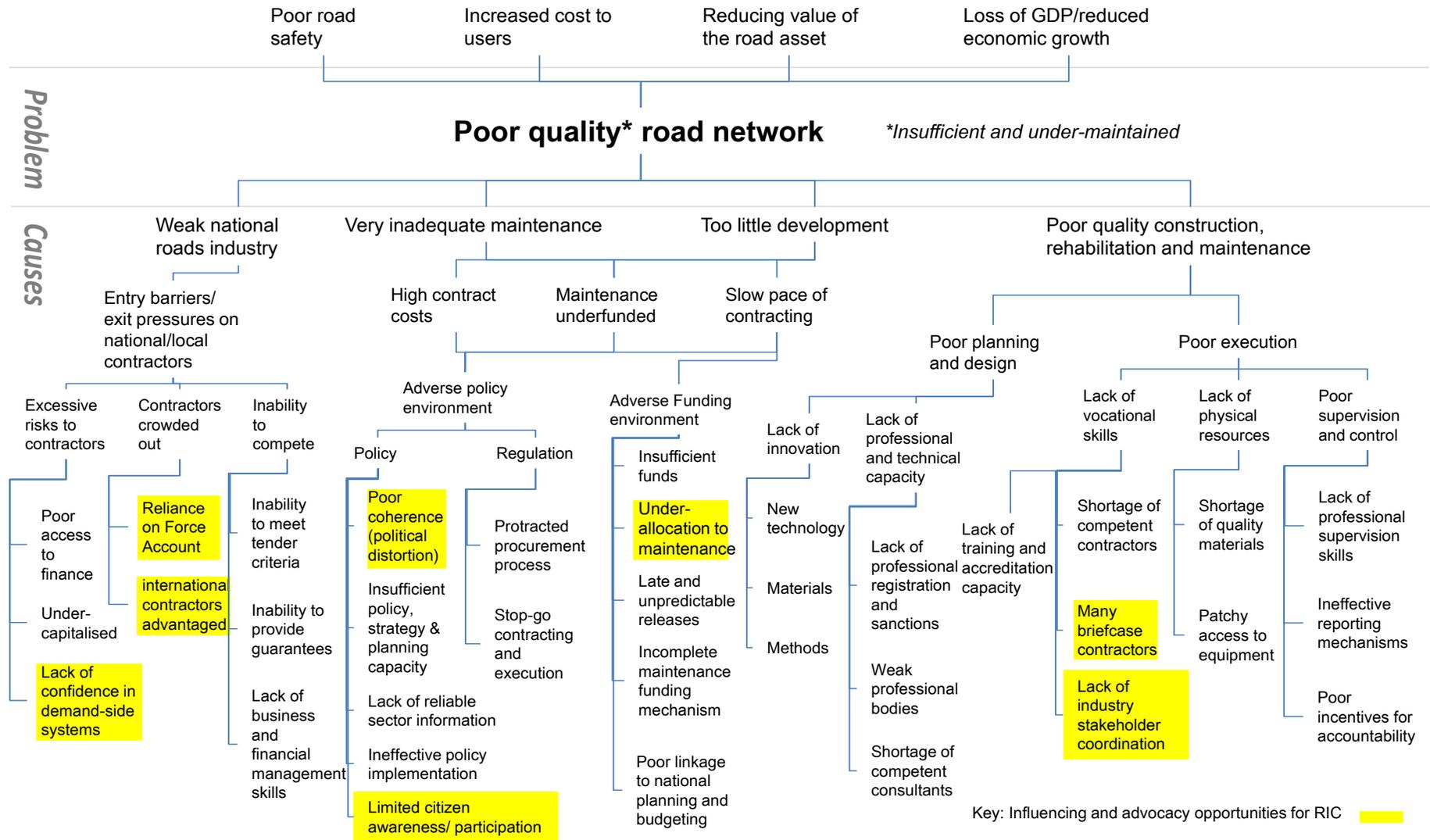


Figure 1: Problem tree showing institutional constraints to progress in the roads sector and (in yellow) Possible Areas for Influencing and Advocacy

## Proposed Influencing and Advocacy Strategy

The proposed Influencing and Advocacy Strategy would be made up of the following five elements, the first three of which are considered an essential minimum. Elements 4 and 5 could be considered as part of a more ambitious approach.

**Element 1:** Building the profile of the RIC as an authoritative and objective voice for the roads sector.

**Element 2:** Undertaking a specific programme of RIC-sponsored influencing and advocacy activities to address the shortlist of institutional constraints described above.

**Element 3:** Coordinating other CrossRoads influencing and advocacy activities which are being undertaken as part of individual technical packages.

**Element 4:** Creating a wider constituency of interest and broadening stakeholder engagement during the remaining lifetime of CrossRoads.

**Element 5:** Exploring the potential for developing sustainable mechanisms for stakeholder representation and advocacy which would continue after the end of the programme.

All five elements are discussed in more detail below.

### 1. Building the profile of the RIC

Work should begin immediately to build the profile of the RIC, rather than of the CrossRoads Programme itself. Such work would include 're-branding' the RIC so that it is perceived as a platform for public-private dialogue and advocacy body, rather than just a steering committee for CrossRoads. (See pages 33–34 in the full report.)

### 2. Specific programme of RIC-sponsored activities

The RIC should carefully consider which of the proposed advocacy areas (See Figure 1) they will act on. A comprehensive one-year Influencing and Advocacy Programme should then be drawn up and a work plan prepared detailing the preparations required, the type of activities, the target audience, the timetable and budget, and who will do what. (See pages 34–35 in the full report.)

### 3. Coordinating other CrossRoads influencing and advocacy activities

Scheduled CrossRoads advocacy work should go ahead as planned, but a reporting framework and schedule should be prepared to synchronise advocacy activities with those of the RIC and allow the RIC to maintain control. (See page 35 in the full report.)

### 4. Creating a wider constituency of interest

The stakeholder mapping exercise conducted as part of this assignment revealed that few stakeholders have a solid grasp of issues related to the roads sector. The RIC should consider undertaking activities to engage a broad group of stakeholders, in order to simulate debate and bring fresh viewpoints to the table. Possible activities here include an annual 'Roads Sector Status Report', and various events to share policy, planned legislative changes and the outcomes of the Road Users Satisfaction Survey (RUSS). (See pages 35–36 in the full report.)

### 5. Planning to ensure that advocacy work continues after CrossRoads closes

Because it is detached from the public sector, a body such as the RIC can act as a non-partisan broker able to bring together stakeholders and change attitudes. Serious thought needs to go into maintaining this model in some form.

One sustainable funding option would be for the RIC to register as an NGO. The RIC's continuation is also more likely (though not assured) if both the public and private sectors perceive it to be useful. To address these issues, we recommend that the RIC review the issue of how it will ensure its own sustainability after one year of operating in its influencing and advocacy role. (See pages 36–38 in the full report.)

## Next steps

Three tasks need to be carried out immediately to jump-start the Influencing and Advocacy Strategy proposed by the team of short term experts:

- The RIC should consider and approve the proposed influencing and advocacy focus areas
- The RIC's profile should be raised and steps taken to ensure that it has the expertise needed to implement the strategy
- A single one-year rolling Influencing and Advocacy Programme should be developed that will act as a planning and progress monitoring tool for the RIC.

Table 1 gives a more detailed list of all the actions required in the short term to push forwards the short term experts' recommendations of the CrossRoads team and implement the proposed Influencing and Advocacy Strategy. (See pages 39–41 in the full report for further suggestions.)

**Table 1: Next actions for each strategy element**

	Strategy Element	Action
1	Building the profile of the RIC for a new influencing and advocacy role	RIC to consider the proposed influencing and advocacy strategy and decide how to proceed
		Raise the RIC profile and 'brand' as soon as possible
		Review the membership of the RIC to ensure that it is correctly configured to facilitate influencing and advocacy
2	Develop a specific programme of RIC-sponsored influencing and advocacy activities	Consider the proposed intervention areas and approaches, and decide whether to include each area in RIC's influencing and advocacy programme
		Develop proposed approach for each agreed intervention area
		Draw up one-year programme for the RIC
3	Coordinating other CrossRoads influencing and advocacy activities to assist the RIC to maintain an overview of all influencing and advocacy activities	Compile details of influencing and advocacy activities which Crossroads is already undertaking
		Merge details of these activities with the one-year programme for the RIC
		Create a reporting framework and schedule to assist the RIC to monitor progress
4	Creating a wider constituency of interest and broadening stakeholder engagement	Select suitable topics which are of interest to a larger number and more diverse group of stakeholders.
		Identify and engage with a target group of potential stakeholders
		Identify methods for engaging and convening the wider group (or groups)
		Integrate these activities into the Influencing and Advocacy Programme
5	Exploring the potential for developing sustainable mechanisms for stakeholder representation and advocacy which would continue after the end of the programme	Assess possibilities for the continuation of an independent RIC or other industry convening body after the end of CrossRoads