



**A SURVEY OF CITIZENS' NEEDS,
STAKEHOLDER CONCERNS AND
PERCEPTIONS ON INFRASTRUCTURE
TRANSPARENCY**

AND

**FEEDBACK ON CoST UGANDA
INTERVENTIONS IN 2017/18**

FEBRUARY 2019

Acknowledgement

CoST – the Infrastructure Transparency Initiative, Uganda Chapter Multi-Stakeholder Group (MSG) is grateful to present its findings on; citizens’ needs, concerns and stakeholder perceptions, policy options and general sector good practice and recommendations to stakeholders in the National Construction Sector in Uganda.

The successful development and completion of the Survey on Citizens needs and stakeholder perceptions on Infrastructure projects in Uganda is a result of technical and financial support from several parties;

Our first acknowledgments go to the Government of Uganda through the Ministry of Works and Transport, the Champion of CoST in Uganda, for inviting and enabling CoST to operate within the legal and policy structures in Uganda.

We appreciate the support received from the Government Agencies, Ministries Departments, Local Governments, Civil Society, Development partners, Private Sector and Journalists, to the Survey Team in the last six months in data retrieval, interviews, Focus Group Discussions and clarifications and feedback and action on the findings and recommendations raised during and after engagements.

We are indebted to the citizens who actively and physically attended all the interviews and Focus Group Discussions in various communities and sampled project sites in Jinja, Gulu and Wakiso.

The MSG also appreciates the technical support of the Survey Team led by Dr. Firminus Mugumya and the CoST Team at the Africa Freedom of Information Centre (AFIC) for commissioning and coordinating the survey, the International Secretariat, and DfID for the financial support to the Infrastructure Transparency Initiative – CoST in Uganda, without whom this survey would never have been achieved.

It is our sincere and continued hope that issues raised in this report will be to inform the delivery of better public infrastructure in Uganda.

Table of Contents

ACKNOWLEDGEMENT	II
TABLE OF CONTENTS	III
LIST OF TABLES.....	V
LIST OF PHOTOGRAPHS.....	VI
ACRONYMS AND INITIALISMS	VII
EXECUTIVE SUMMARY	IX
INTRODUCTION AND BACKGROUND	1
1.1 INTRODUCTION.....	1
1.2 BACKGROUND AND RATIONALE FOR THE STUDY.....	1
1.2.1 BACKGROUND.....	1
1.2.2 PURPOSE AND OBJECTIVES OF THE SURVEY.....	2
2. METHODOLOGY	4
2.1 STUDY DESIGN	4
2.2 STUDY AREAS AND TARGET POPULATION	4
2.2.1 <i>Study Areas</i>	4
2.2.2 <i>Target Population</i>	5
2.3 SAMPLING AND SAMPLE SIZE DISTRIBUTION.....	6
2.4 DATA COLLECTION METHODS AND ANALYSIS.....	6
2.4.1 <i>Data collection methods</i>	6
2.4.2 <i>Data Analysis</i>	7
3. STUDY FINDINGS	8
3.1 INTRODUCTION	8
3.2 SOCIO-DEMOGRAPHIC CHARACTERISTICS OF THE SURVEY RESPONDENTS.....	8
3.3 CITIZENS’ CONCERNS ON PUBLIC INFRASTRUCTURE PROJECTS IN THEIR LOCALITIES	9
3.3.1 <i>Inadequate consultations over infrastructure projects</i>	9
3.3.2 <i>Methods and Approaches used to Consult Citizens</i>	10
3.3.3 <i>Variations in Consultations across Project Cycles and Citizens’ Preferences</i>	11
3.3.4 <i>Citizens Satisfaction with their Level of Engagement in Public Infrastructure projects</i>	13
3.3.5 <i>Disruption of Businesses and other Livelihood Sources</i>	14
3.3.6 <i>Concerns related to inadequate Consideration of Locals for Employment on Sites</i>	15
3.3.7 <i>Inadequate Disclosure of Information on Infrastructure Projects</i>	17
3.3.8 <i>Unsatisfactory Compensation Processes/Procedures</i>	28
3.3.9 <i>Actions Taken by the Project Affected Persons (PAPs) in Case of Compensation Disagreement</i>	28
3.3.10 <i>Quality Standards and Citizens’ satisfaction Levels</i>	30

3.3.11 Safety and Health Concerns	35
3.3.12 Environmental and Social Responsibility Concerns	36
3.4 STRENGTHS AND OPPORTUNITIES AVAILABLE FOR CoST.....	37
3.4.1 Multi stakeholder working	37
3.4.2 CoST Deploys a Unique Approach and Strategies to Leverage Results	38
3.4.3 Citizens’ willingness to embrace the CoST Approach.....	39
3.4.4 Political will for the Approach to Survive.....	40
3.4.5 CoST Approaches Builds Investor Confidence.....	40
3.5 GOOD PRACTICES ON INFRASTRUCTURE PROJECTS BY CoST	40
3.5.1 Development of Information Disclosure Platforms.....	41
3.5.2 Adherence to Procurement Guidelines.....	41
3.5.3 Use of Community Engagements to facilitate Land Acquisition for Infrastructure Projects	42
3.5.4 Establishment of the Infrastructure Corridor.....	42
3.5.6 Road Signage for Traffic Management	43
3.5.8 Good Health and Safety Management for Workers on sites	43
3.5.9 Grievance handling mechanisms on sites	43
3.5.10 Gender considerations	44
3.5.11 Emphasis on the Infrastructure Data Standard.....	44
3.5.12 Emphasis on Citizens’ Engagements.....	44
3.5.13 Non-partisan and Non-political	44
3.5.14 Openness	45
3.5.15 Multi-Stakeholder Working	45
3.5.16 Capacity Building for Stakeholders	45
3.6 FEEDBACK ON RECOMMENDATIONS MADE BY CoST PROCUREMENT ENTITIES	46
4. SUMMARY OF KEY FINDINGS AND CONCLUSIONS	48
4.1 SUMMARY OF THE KEY FINDINGS	48
4.2 RECOMMENDATIONS AND CRUCIAL ENGAGEMENT POINTS FOR CoST.....	49
4.2.1 Regular and Frequent Engagements with the Stakeholders Including Community	49
4.2.2 Formalizing CoST Working Relations with Partners.....	50
4.2.3 Engagements with Other Similar Initiatives Involved in the Infrastructure Sector.....	50
4.2.4 Making Follow-Ups on Observed Issues and Commitments Made By Partners in the Infrastructure Sector.....	51
4.2.5 The MSG need to step up the advocacy.....	51
4.2.6 Recommendations for Government	51
4.2.7 Recommendations to Contractors	53
ANNEX 1: SUMMARY OF FEEDBACK (ACTIONS TAKEN) ON CoST RECOMMENDATIONS BY TARGETED PROCUREMENT ENTITY	12
ANNEX 2: LIST OF PARTICIPANTS FOR THE SURVEY	12

List of tables

Table 1: Distribution of Survey Respondents by Category 6

Table 2: Citizens’ Knowledge of Basic Information about Infrastructural Projects in their Communities 18

Table 3: Level of Proactive Disclosure of Information on Infrastructure Projects..... 23

Table 4: Citizens Perceived Knowledge of the Entity/Stakeholder Responsible for Quality Adherence on Infrastructure Projects 32

Table 5: Citizens level of satisfaction on the aspects of transparency and quality of works for public infrastructure projects 33

List of Photographs

Photograph 1: From left to right; a temporary wooden bridge improvised to create access to a road-side shop in Makindye-Sabagabo, a demolished building along Najanankumbi Kikajjo Road and dusty section of Ndejje Kitiko Road.....	15
Photograph 2: <i>Common Information Disclosed at Project Sites</i>	21
Photograph 3: Additional Information Types Displayed at Project Sites.....	22
Photograph 4: <i>Caution message placed at the exact point where the road was closed along Jinja Main Street, Jinja Municipality – Eastern Region</i>	24
Photograph 5: Citizen watering the road to reduce dust at Namasuba, Wakiso District; an open manhole along Main Street, Jinja; and an open hole left at Namasuba stage, Makindye Sabagabo in Wakiso district.	35
Photograph 6: Heaps of debris and culvert left on site in Namasuba Village, Makindye-Sabagabo -Wakiso District	36

ACRONYMS AND INITIALISMS

ACCU	Anti-Corruption Coalition Uganda
BOQ	Bill of quantities
CAO	Chief Administrative officer
CBOs	Community Based Organisations
CoST	Construction Sector Transparency
CSOs	Civil Society Organizations
DCDO	District Community Development Officer
EMS	Expedited Mail Service
FGD	Focus Group Discussion
FM	Frequency Modulation
IDS	Infrastructure Data Standards
IGG	Inspector General of Government
KCCA	Kampala Capital City Authority
KII	Key Informant Interviews
KIIDP II	Kampala Institutional and Infrastructure Development Project Phase two
KOICA	Korea International Cooperation Agency
LC I	Local Council One
LC III	Local Council Three
LC V	Local Council Five
LC	Local Council
M&E	Monitoring and Evaluation
MoES	Ministry of Education and Sports

MoFEP	Ministry of Finance and Economic Planning
MoH	Ministry of Health
MOU	Memorandum of Understanding
MoWT	Ministry of Works and Transport
MSG	Multi-Stakeholder Group
OC	Officer in Charge
PAP	Project-Affected Person
PBS	Programme Based Budgeting System
PCAs	Public Community Affairs
PEs	Procurement Entities
PPDA	Public Procurement and Disposal of public Assets
RDC	Resident District Commissioner
SMS	Short messages
SPSS	Statistical Package for Social Scientists
TVs	Televisions
UNDP	United Nations Development Program
UNRA	Uganda National Roads Authority

Executive Summary

As part the global efforts to promote transparency and accountability in the infrastructure sector, CoST – the Infrastructure Transparency Initiative undertakes studies to inform its advocacy work in the infrastructure sector. CoST Uganda commissioned this study in October 2018. The study aimed to identify key concerns of the citizens on infrastructure projects; good practices in relation to infrastructure transparency and accountability; ways in which transparency and accountability in public infrastructure projects can be improved, and how the CoST approach can be adapted in the infrastructure sector to enhance transparency and accountability. The study also aimed to collect feedback from selected Procurement Entities (PEs) on CoST Uganda interventions in the last two years. The study took place in Kampala, Wakiso, Jinja and Gulu Districts. Sixty-two key informant interviews were conducted with public procurement entities in Kampala, development partners, district local leaders, private sector, government ministries, Civil Society Organisations (CSOs), the Multi-Stakeholder Group (MSG) and the Media (3). Six (6) FGDs were also conducted with citizens and one with journalists.

Citizens' Concerns/Needs

Most citizens were concerned about inadequate consultations with them especially before commencement of infrastructure projects especially in centrally procured infrastructure projects (57.4%) compared to local government (32.6%) projects. Consequent to perceived inadequate engagement, citizens in some cases denied road infrastructure projects the right of way. All the communities studied complained about infrastructure projects disrupting businesses; in a few circumstances, some infrastructure projects led to destruction of their properties and no compensation would be made. Over three quarters (73.5%) of the citizens were not satisfied with the apparent quality of works on infrastructure projects. There were also concerns about inadequate display of basic project information on site, as well as caution messages; where this was reported to have been done, citizens complained about the language used (usually English and/Technical) as well as quality of print did not permit access to the messages by the majority of those the information targeted.

Good Practices

Some public procurement entities had improved on disclosure of information. They were found to have opened-up electronic and user-friendly data formats (websites, social media links, toll free lines and print media). However, majority of the survey respondents were not aware of the procurement procedures for both central (67.2%) and local government (71.6%) public infrastructure projects. Similarly, 64.7% of the surveyed citizens both in rural and urban settings had never bothered to request for any information from data owners. More respondents in Gulu district (53.8%) were aware of the standard procurement procedures compared to those in Wakiso and Jinja districts. Qualitative evidence from this survey showed that residents in Gulu Municipality have a growing culture of vigilance towards new public projects. There was a good

amount of effort to display procurement information on the notice boards for the public to access. In addition, there were efforts to inform citizens to attend the opening of bids especially for local government projects and interpreters were available at district level to help interpret for bidders who did not know the English language to understand the bidding documents, and if interested, participate in the processes.

The Nearly three-quarters (74.3%) of the survey participants mentioned that they had ever seen or were aware of displays of information about certain infrastructure projects in their localities compared to only 3.0% who did not know. Nearly all survey participants could mention/describe some form of message they have ever seen displayed.

The CoST initiative of engaging stakeholders in the infrastructure projects was increasingly becoming popular among the stakeholders interviewed at both district and national level, particularly among the large procurement entities (PEs) previously engaged with CoST. Indeed, expressions of willingness to further embrace the approaches in the infrastructure sector especially at the local government level were made during interviews with district and central level government actors; some PEs expressed the need to officially integrate CoST processes and approaches into government policy and programming. In fact, as evidence of a growing demand for CoST approaches, CoST has recently been invited to conduct an assurance process for a big water project in Western Uganda alongside other nine projects across the country.

In terms of how CoST approaches can be adapted to enhance transparency and accountability, the survey findings (as per study objectives) led to the following key recommendations directed to CoST and the MSG:

Recommendations to CoST

- Continue to engage all public infrastructure stakeholders especially public procurement entities, contractors citizens and their respective local government authorities (using evidence of best practices) on the benefits of her approaches (joint actions and activities) in promotion of transparency and accountability on public infrastructure investments;
- Make fast and context guided follow-ups on commitments made by stakeholders regarding actions towards improved transparency and accountability while engaging with some of the key and influential public stakeholders.
- Given the growing popularity and appreciation of the CoST approach towards promoting Infrastructure transparency and accountability among large PEs, CoST should seize the opportunity and engage key PEs on establishment of memorandum of understanding (MoU) with each of them. In relation to this survey's quest for information and actions taken by selected PEs on previous study recommendations, some PEs mentioned that

they did not find some of their commitments in CoST processes compelling to implement because they were not under any obligation to do so; they did not have MoUs with CoST. MoUs will more legitimately allow mutual understanding and accountability on desired progress and support on commitments. Some of the procurement entities (PEs) during interviews on feedback over recommendations mentioned that CoST Uganda had not frequently reminded them of their commitments or ‘knocked at their doors’ as one of them said.

- continue to scale-up documentation of good practices from her interventions locally and internationally in order to attract much more compelling interest from infrastructure stakeholders (PEs, Consultants and contractors) to partner and most importantly promote integration of CoST approaches into the public infrastructure sector. Where possible, CoST should produce and strategically disseminate evidence of financial and other non-monetary savings realized from community engagement processes by [or similar to those of] CoST. For instance there are financially quantifiable project savings when citizens give free land without asking for compensation from projects such as the Namasuba-Ndejje road project. These can be computed and used in advocacy for CoST approaches in citizen engagement on infrastructure projects right from inception through implementation and eventual handover.
- CoST should map ‘like-mind’ agencies/organisations in different regions of Uganda and lay out modalities to network with them to leverage scale, impact and sustainability of CoST initiatives as well as boost attainment of CoST Uganda’s vision and goals. Depending on availability of resources, CoST may consider (in the medium term) creation of district/regional chapters and also work towards strengthening collaborations District Integrity Promotion Forums under the Directorate for Ethics and Integrity, Office of the President with whom CoST has trained five districts on its Infrastructure Monitoring Tool. These will bring dialogue and engagement to more peripheral settings where the risk of loss of resources on smaller infrastructure projects (for instance Pit-Latrines or classroom blocks) may be much higher (at an aggregate level) compared to big and more widely visible projects in the category of expressways and power dams among others.

Recommendations for the MSG

- The study also identified the need for MSG members to more actively promote the CoST approach among sector actors. Each of the members (representing an interest group) should have clearly defined role (s) and targets for increased advocacy. The MSG members need to be felt more in the infrastructure sector right from project inception and planning phases through to the assurance process. More engagement with contractors and

consultants is also needed to embrace the *Infrastructure Data Standard (IDS)* and ensure that the citizens get information on projects in their communities.

Recommendations for Government

- Scale-up engagement with citizens through their grassroots leadership structure to build their trust and appreciation of the public infrastructure projects in their communities and to regard these investments as their own. Engagement should be continuous, targeted and not a ‘one-off’ activity;
- Further promote disclosure of data on projects and demystify the gap between public procurement entities (government) and the ordinary citizens.
- Formal Disclosure Requirement (FDR) should be made part of the contractual agreements for infrastructure services delivery which should ultimately be incorporated in the policy framework for infrastructure projects.

Recommendations for Contractors

- Closely work with beneficiary communities and local leaders to increase participation locals, safety of workers and security of construction materials;
- Embrace disclosure of infrastructure data as a norm and ensure constant updates to the citizens on status of projects implementation to build citizen’s trust and address unnecessary anxiety from citizens related to lack of information.

INTRODUCTION AND BACKGROUND

1.1 Introduction

This study set out to identify and document citizens' concerns related to transparency and accountability in public infrastructure projects, ways in which transparency and accountability can be improved; and how CoST approaches can be adapted in the public infrastructure sector to enhance transparency and accountability. The study also aimed to collect feedback from selected public procurement entities (PEs) on the recommendations of the scoping study and the first assurance reports earlier disseminated to key stakeholders in 2017/18 as well as good practices in the sector. The report covers among others the background to the study, methodology, study findings, conclusions and recommendations.

1.2 Background and Rationale for the Study

1.2.1 Background

CoST Uganda is a national chapter of CoST International, a global initiative with its Secretariat in London - United Kingdom. CoST is a Multi-Stakeholder working Infrastructure Transparency Initiative aimed at improving citizen's lives through enhancing *disclosure, validation and interpretation* of infrastructure data to enhance transparency and accountability. Uganda joined the initiative on 18th September 2013 following an application by the Uganda National Roads Authority (UNRA) inviting CoST International to support the country in advancing transparency and stakeholder participation in public projects, through promoting CoST core features namely: Disclosure, Assurance, Multi-Stakeholder working and Social Accountability to promote transparency and citizen participation¹. CoST is built on a tripartite partnership between Government, Private Sector and Civil Society (representing the grass root citizens) to address the challenges in the construction sector in Uganda. CoST Uganda is championed by the Ministry of Works and Transport (MoWT) and guided by a Multi-Stakeholder Group (MSG) of nine persons and three observers, who lead, plan, and engage together to build trust, transparency and accountability amongst the three sectors.

In line with CoST core features of *Assurance, Disclosure, Multi-Stakeholder Working and Social Accountability*. CoST Uganda published its Scoping Study in July, 2017, which identified that only 12 data points were legally required to be disclosed, but only 20% of the 12 data points was disclosed and that the average amount of data actually disclosed by public procuring entities was 50%. The Study also revealed that while Uganda had an “enabling environment” for the implementation of CoST there was still a lot to be done. The Study recommended that the

¹ CoST Uganda, 2017: 1st Assurance Report

Government of Uganda adopts a Formal Disclosure Requirement to provide a legal mandate for disclosing data throughout the project cycle, and further that, the Ministry of Works and Transport champions the CoST Infrastructure Data Standard within government; and builds and creates awareness on data disclosure among public officials. All these recommendations were proposed with the aim of ensuring enhanced transparency, accountability, citizens' participation, appreciation of government programmes, and value for money invested in infrastructure projects at all levels.

As implied in the fundamental principle of information disclosure, transparency is about openness, timely communication and accountability. Transparency also implies participation; with citizens being at the centre stage, given their important place as core beneficiaries of all infrastructure programmes, but who also face the negative outcomes of bad infrastructure. Transparency makes it easy for others to see what actions are being performed, when, how and why they are happening. This entails honestly outlining proactively with ease to any interested party how a project is being managed; no information is hidden; not even the financial status of the project or the audit reports. Thus if transparency is to be enhanced, information has to be included. The general public can be motivated to monitor the progress, including the completion of projects, if such details are displayed. Besides that, contractors may feel ashamed if they fail to complete or abandon any construction projects since everyone knows about the project.

To further the infrastructure transparency agenda, CoST Uganda MSG published the 1st Assurance report in August 2017, which assessed data disclosure and performance of five major infrastructure projects in Uganda. The Report revealed that the procurement entities of the projects disclosed a low level of data across all stages of the project cycle. The report highlighted a number of shortfalls in the delivery of the projects including: (i) exceeded budgets and schedules; (ii) difficulty in obtaining authorization for land acquisition from land-owners; and, (iii) lack of quality assurance and control processes. The Assurance Report recommended that: (i) the Procurement Entities enhance disclosure using the Infrastructure Data Standard; (ii) enhance quality assurance and control processes; (iii) strengthen community sensitization and engagement on the economic benefits of the projects to ease obtaining right of way from land-owners. With regard to Government, the report recommended: (i) putting in place conducive policies to address compensation challenges especially on locally funded projects; (ii) provision and enhancement of occupational health and safety measures; (iii) engaging gender on projects; (iv) ease monitoring performance of infrastructure projects; (v) embrace CoST full disclosure process; and, (vi) put in place a formal disclosure requirement for the implementation of CoST.

1.2.2 Purpose and Objectives of the Survey

This survey involved two components. The first component was aimed at assessing citizens' needs in relation to infrastructure transparency; specifically, citizens' perceptions, expectations and concerns regarding infrastructure projects they were familiar with in Uganda to facilitate

identification of crucial engagement points for CoST with relevant stakeholders. The second component of the survey was to gather feedback on CoST interventions with reference to the 2017 CoST Uganda Scoping Study, and the 1st Assurance Report 2017 in order to weigh the influence of CoST work in the sector in the last two years, and identify key points for further advocacy on CoST core features.

Specifically, the survey sought to address the following objectives:

- i. To identify key citizens' concerns and good practices on infrastructure projects in relation to infrastructure transparency and CoST;
- ii. To identify how transparency and accountability in public infrastructure needs to be improved; and
- iii. To identify how CoST can be adapted to contribute to improvements in transparency and accountability in public infrastructure.

2. METHODOLOGY

2.1 Study Design

A convergent parallel cross-sectional study design employing both qualitative and quantitative methods in data collection, analysis and presentation was adopted in line with Creswell (2014)² as it allows collection of data on similar variables, themes or constructs both quantitatively and qualitatively, within the same period of time, and allowing triangulation and comparison of results.

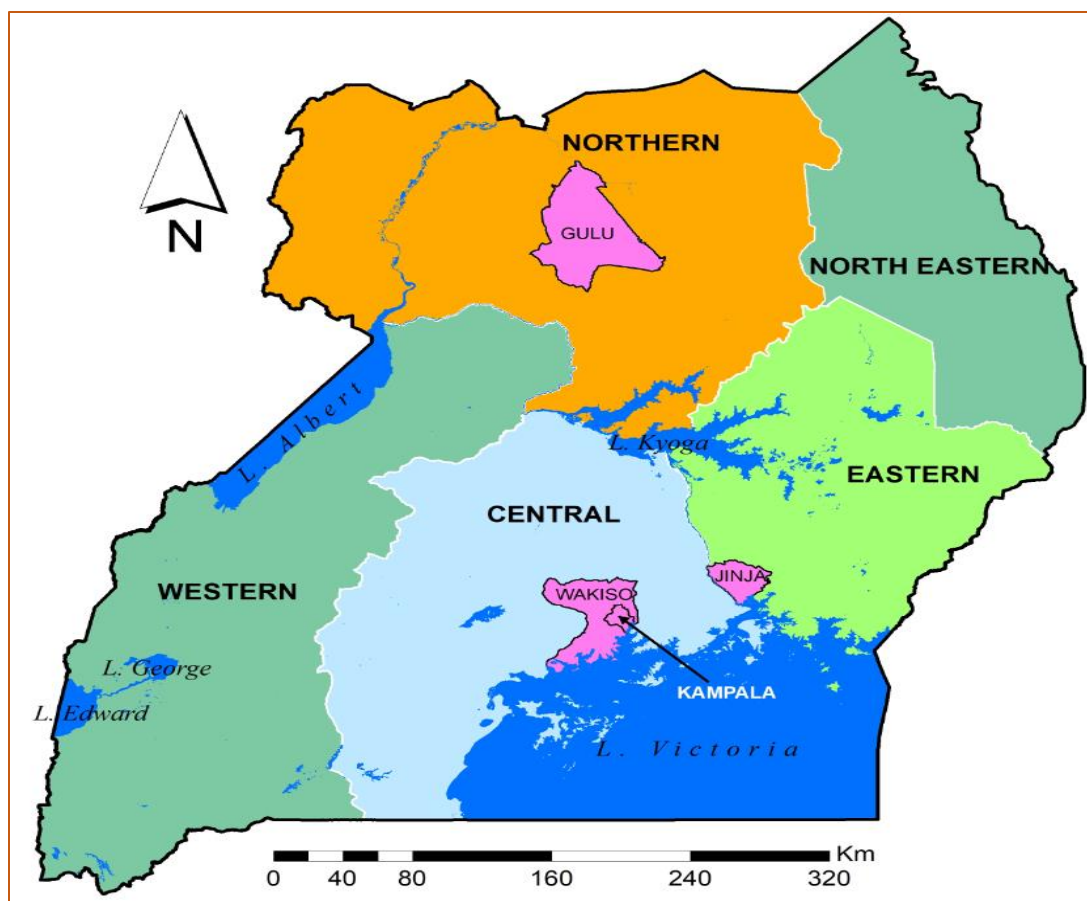
2.2 Study Areas and Target population

2.2.1 Study Areas

This survey was conducted in four regions namely; northern region, eastern region, central region and Kampala. In each of the regions, one district was purposively selected for the survey. The selected districts were Gulu (Northern region), Wakiso (Central region), Jinja (Eastern region) and Kampala capital city (Kampala). These are located on the map below.

Map of Uganda showing study districts and their respective regions

²Creswell, John (2014). *Research Design: Qualitative, Quantitative, and Mixed Methods Approaches*. Thousand Oaks: Sage.



Besides regional representation, these districts were selected because they were sites where CoST activities had been partially or fully implemented and had large-scale on-going and/or recently completed public infrastructure projects. In addition, Kampala Capital City, Jinja and Wakiso District local governments were study sites for both the 2017 scoping study and the 1st assurance exercise and this survey sought to establish feedback on the recommendations from the two reports.

The selection of Kampala Region/City was also because of the fact that besides being the headquarters for the major procurement entities (PEs), it is the command center for procurement of major public infrastructure projects. In each of the survey districts, one urban and one rural community with ongoing/completed public infrastructure projects were identified with the help of district leaders. This helped in the triangulation of responses especially, on citizens’ needs and concerns.

2.2.2 Target Population

The survey targeted four respondent categories namely; Citizens, leaders (Political & technical), Civil Society Organization (CSOs) & media as well as the private sector (local contractors & suppliers). In Kampala, respondent categories included PEs, development partners, CoST secretariat and the CoST MSG members. To obtain feed-back on the recommendations made by

CoST interventions namely the scoping Study and 1st Assurance report in 2017, members of the Multi-Sector Group (MSG) and the Procurement Entities (PEs), particularly representatives of those specific institutions that participated in dissemination meetings of the said reports were targeted. These included Kampala Capital City Authority (KCCA), Uganda National Roads Authority (UNRA), Public Procurement and Disposal of Public Assets (PPDA), Ministry of Works and Transport (MoWT), and Wakiso District Local Government.

2.3 Sampling and Sample Size Distribution

The survey employed both probability and non-probability sampling techniques to select respondents. While citizenry respondents were randomly selected, respondents for in-depth interviews were purposively selected. Overall, the survey had a total response of 171 participants. Of which, 68 participants were for the structured interviews, 48 participants for the FGDs and 55 for the key informant interviews.

Table 1: Distribution of Survey Respondents by Category

Method of Data Collection	Number of Participants per Area				Total Number of Participants
	WAKISO	JINJA	GULU	KAMPALA	
Key Informant Interviews	11	8	15	21	55
FGDs	2	2	2	0	6 (each with 8 participants = 48)
Structured Interviews	20	22	26	0	68
Total number of study participants	47	46	57	21	171

2.4 Data collection Methods and Analysis

2.4.1 Data collection methods

The survey employed both quantitative and qualitative approaches to data collection. The quantitative approach involved the use of household survey questionnaires to establish the citizens' concerns regarding public infrastructure projects. The qualitative approach involved the use of document review, in-depth interview guides, and Focus Group Discussions (FGDs) to

obtain in-depth insight on citizens' concerns from citizens and their leaders (both political and technical). The qualitative approach was also used to collect feedback on the recommendations of the 2017 scoping study and the 1st assurance report from the major government PEs, particularly the Ministry of Works and Transport, Uganda National Roads Authority, Kampala Capital Authority (KCCA), members of the Multi-Stakeholder Working Group, development partners and the private sector representatives.

Direct observations in a transect walk and/or drive was undertaken on selected infrastructure projects (both ongoing and completed) partly to confirm some of the observations made in interviews with the citizens but also prior to interviews to allow identification of observable issues that could be followed up in interviews and focus group discussions.

2.4.2 Data Analysis

Qualitative data from the survey responses was coded and further processed using Epi-data entry software and the entered data was exported to Statistical Package for Social Scientists (SPSS Ver. 22) for cleaning and analysis. Analysis was done at both uni-variate and bi-variate levels and tables, graphs/charts were used to present the quantitative findings. On the other hand, data from KIIs and FGDs was transcribed and thematic and content analysis strategies adopted for analysis, and this allowed for the categorization of qualitative findings and identification of specific patterns to inform the main study themes and subthemes.

3. STUDY FINDINGS

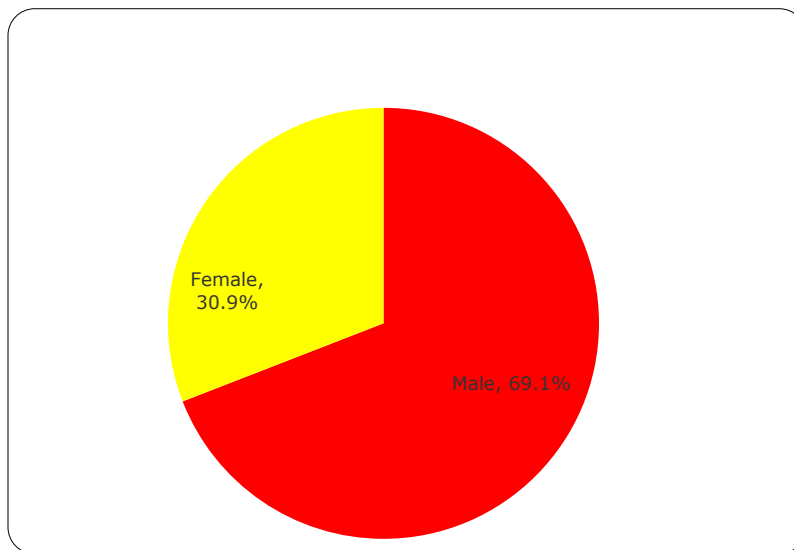
3.1 Introduction

In this section, socio-demographic characteristics of the citizens who participated in the survey are discussed as well as their concerns (needs and expectations) on public infrastructure projects they were familiar with. The section also discusses ideas on how CoST can be adapted to improve on transparency and Accountability, areas of engagement, and the feedback on the recommendations of the 2017 Scoping and 1st Assurance reports. Challenges and opportunities for adopting the CoST approach are also discussed.

3.2 Socio-Demographic Characteristics of the Survey Respondents

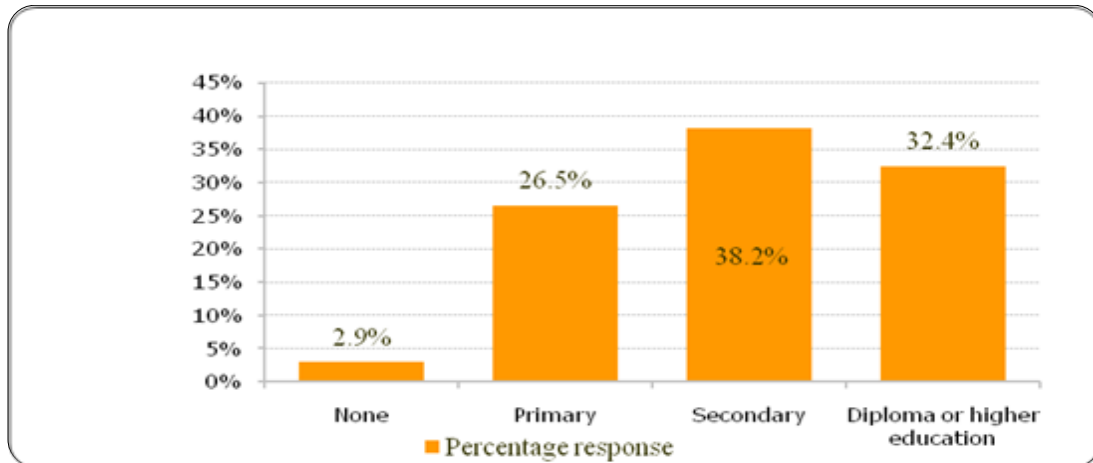
Majority (69.1%) of the respondents were male as compared to female (30.9%). see Figure 1 below.

Figure 1: Sex of the survey Respondents



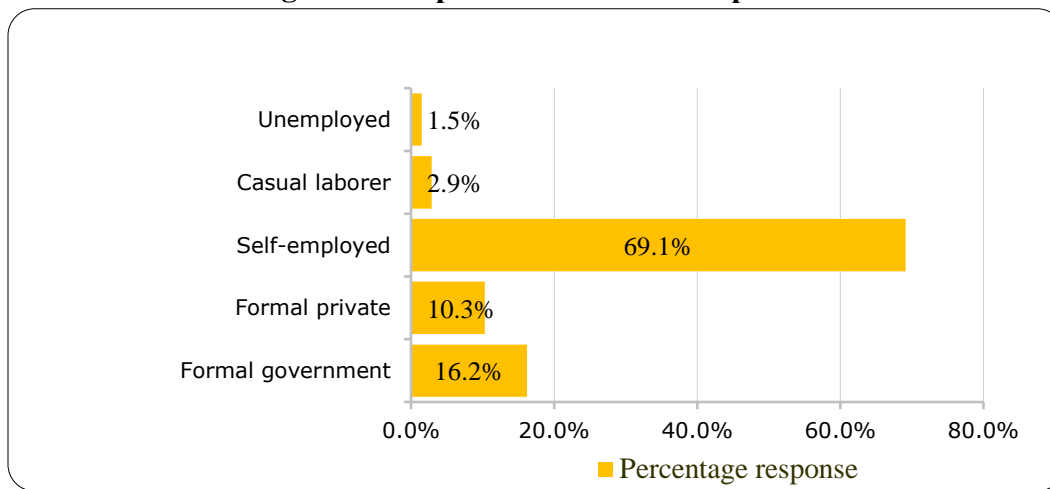
Results also show that overall, majority (70.6%) of the citizens that participated in the study had attained secondary education and above; 32.4% of these had a diploma or higher education. Slightly more than a quarter (26.5%) and 2.9% of the survey participants had attained primary education or no education at all, respectively. The findings imply that most citizens in Uganda are able to read and understand information disclosed.

Figure 2: Highest Level of Education Attained by the Respondent



In relation to occupation (figure 3), majority (69.1%) of the survey respondents were self-employed, followed by those in formal government employment (16.2%) and formal private employment (10.3%). Only 1.5% and 2.9% of the respondents were unemployed or casual labourers, respectively.

Figure 3: Respondents' Main Occupation



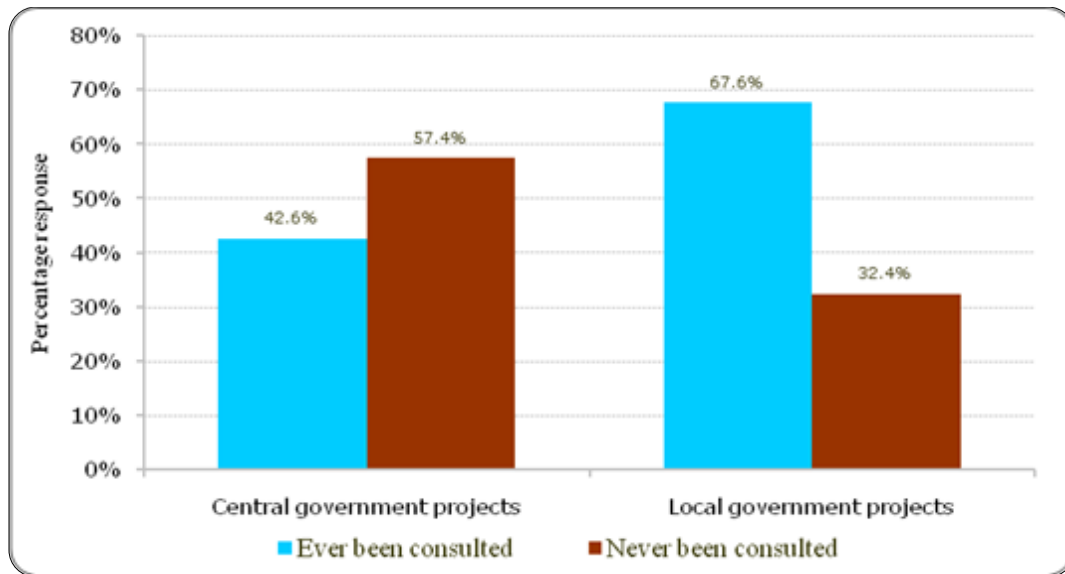
3.3 Citizens' Concerns on Public Infrastructure Projects in their Localities

3.3.1 Inadequate consultations over infrastructure projects

The survey of citizens around public infrastructure projects revealed a low level of their engagement and participation in the delivery of public infrastructure projects. This participation varied between central and local government infrastructure projects; more than half (57.4%) of the citizens surveyed reported that they were not involved in any consultations with centrally funded infrastructure projects in their localities. As indicated in figure 4, the proportion of citizens that had been consulted was slightly higher (67.6%) for local government projects

compared to centrally procured/funded projects (42.6%). The findings point to a gap in respect to enabling citizens (through information dissemination) to play their development role of monitoring public programmes and demanding accountability as stipulated in Uganda’s institutional framework for implementation and monitoring Uganda’s second National Development plan (2015/16-2019/20).

Figure 4: Level of Citizen Consultation on Public Infrastructure Projects



In some communities, citizens and their local leaders just see infrastructure projects starting and ending without any information.

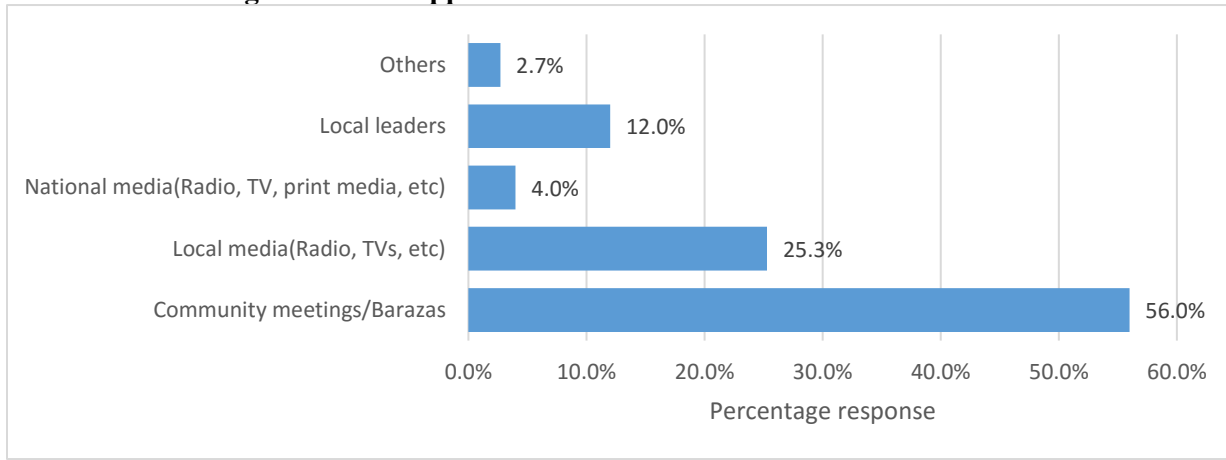
For us we just saw things happening. ... we just saw solar lamps being installed on this road. We do not even know which road they are going to work on and which one they are not going to work on. If us as the leaders we are not aware then what about the citizens? (FGD, Gulu Senior Quarters, Gulu Municipality).

3.3.2 Methods and Approaches used to Consult Citizens

The methods used to consult citizens may account for the gaps in overall citizen consultation; community meetings and/or Barazas (56.0%, n = 42) constitute the main methods of consultation, followed by local radio and TV stations (25.3%; n = 19) local leaders, and the national media (see Figure 5). In all of the channels of communication, a smaller proportion is

reached. Moreover, community consultations through Barazas/Community gatherings allow more of a two way communication approach compared to radio or television.

Figure 5: Main approaches/methods in Consultation with Citizens



3.3.3 Variations in Consultations across Project Cycles and Citizens' Preferences

The results from the survey indicate that the magnitude of consultation with citizens over infrastructure projects also varied across the different stages of the project cycle. Consultations at project identification were more (36.9%) compared to project implementation (29.2%) and preparation/design (13.8%) [Figure six]. Qualitative data from Focus Group Discussions and Key informant interviews also confirm that consultations at project start were more compared to other project stages. The compelling necessity to engage with project-affected persons at the beginning of the project to discuss matters related to displacement/compensation largely explains why more citizens reported that they were engaged at the beginning of the projects. Local leaders in the areas affected would also get involved in the mobilisation.

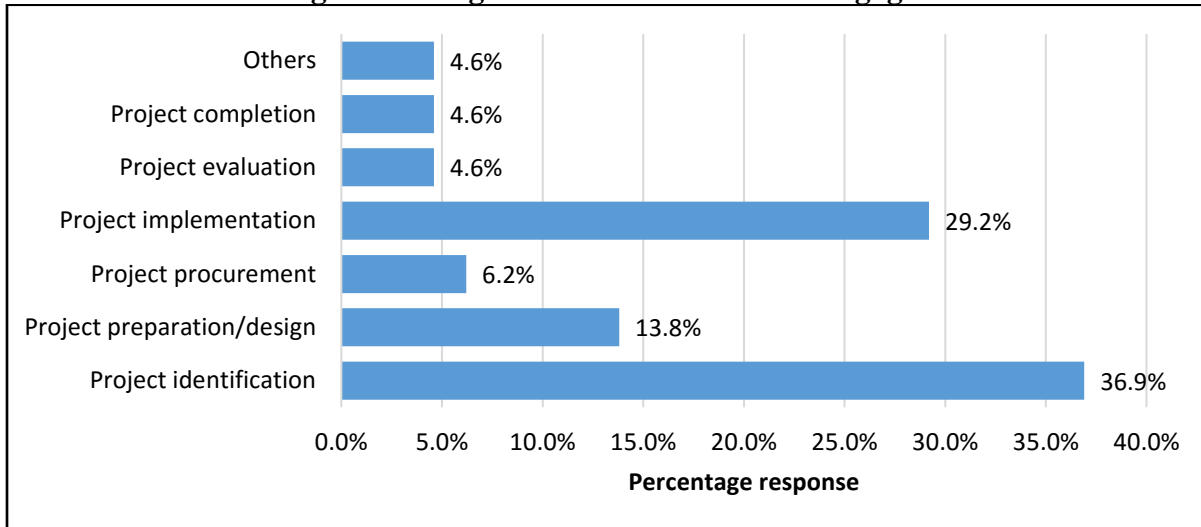
First, they passed through the community with loudspeakers; the Chairman used to move around with a loudspeaker, calling people for meetings—they held a meeting here. The meetings they used to convene were to tell the community that they were going to construct a road, but the road would be under a “bulungi-bwansi” arrangement, that is, they would not pay anyone. (FGD, Namasuba, Makindye-Sabagabo, Wakiso District)

There are indeed examples of good practice from some of the key informants who in their frameworks ensure that citizens are engaged throughout the life cycle of the projects being implemented as in the following observation.

We have conducted consultations through community meetings and told citizens the projects coming and what was expected in terms of standards. We would always go back for feedback from the community and provided hot-lines to call in case of any challenge/problem. We built capacity for the LCs to make sure that any grievances are

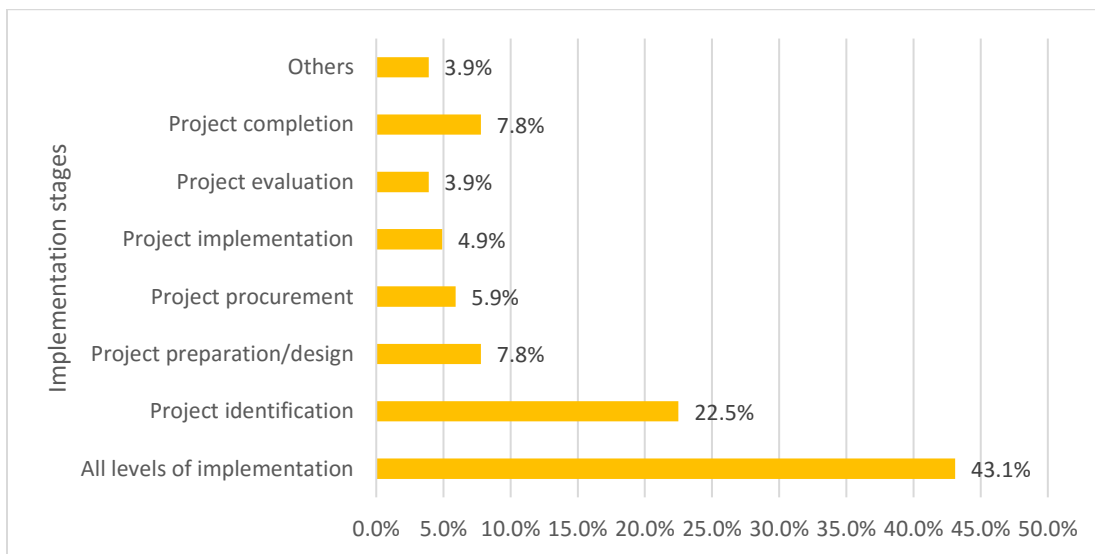
handled at local levels or forwarded to contractors or any other grievance handling teams at the Division and at the Authority level. (Coordinator KIIDP II Project KCCA.

Figure 6: Stages at Which Citizens are engaged



Related to citizen’s preferences, 43.1% of citizen respondents preferred that engagement with citizens should be undertaken throughout the lifecycle of a project, followed by those who felt that focus should be placed at project identification (See Figure 6 & 7).

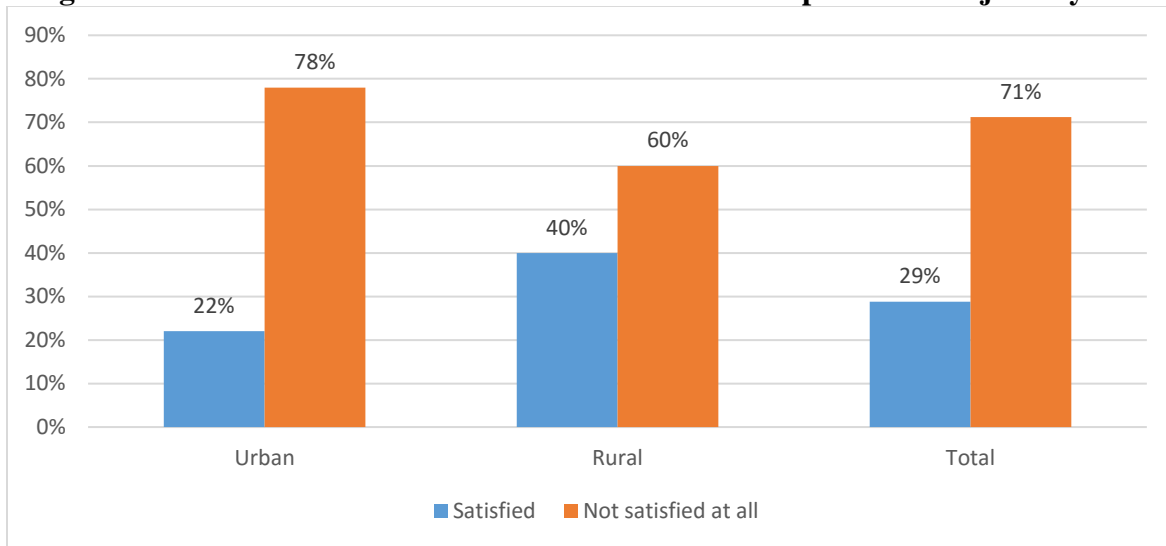
Figure 7: Citizens’ Preferred Engagement Stage during Project Implementation



3.3.4 Citizens Satisfaction with their Level of Engagement in Public Infrastructure projects

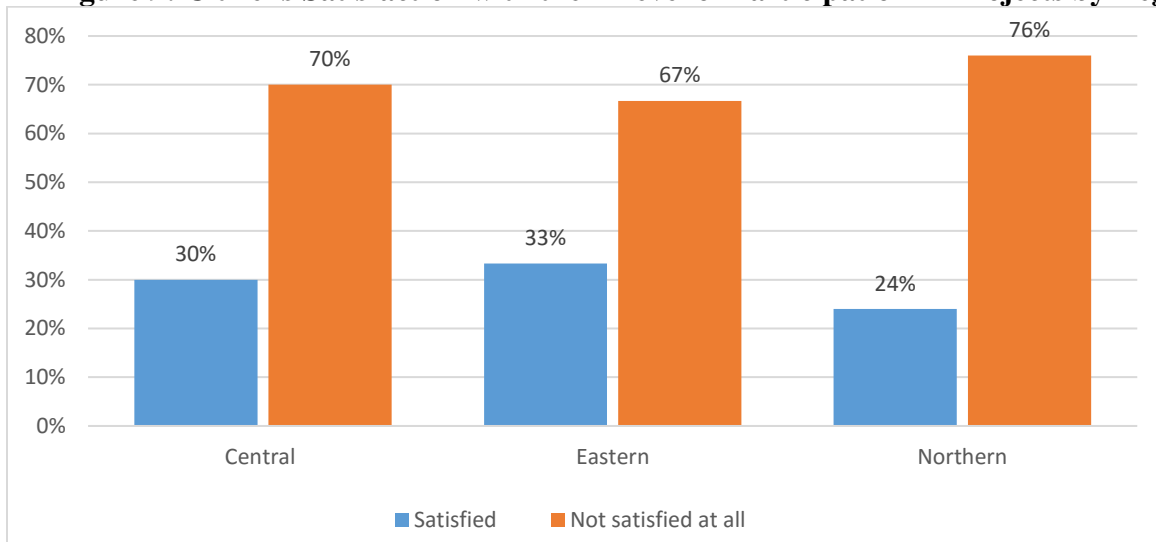
Overall, majority (71%) of the surveyed citizens were not satisfied at all with their level of participation and engagement in the delivery of public infrastructure projects. Only 29% of the citizen respondents were satisfied with their level of participation by the survey time. Urban residents were more dissatisfied (78%) compared to those in the rural neighborhoods (60%) as illustrated in figure 8.

Figure 8: Citizens Satisfaction with their Level of Participation in Projects by Residence



By region, survey participants from Gulu were more (76%) dissatisfied with as compared to those from central (70%) and eastern regions (66.7%). See Figures 8 & 9

Figure 9: Citizens Satisfaction with their Level of Participation in Projects by Region



Overall, the findings revealed that engagement with the communities was generally inadequate and unsatisfactory. Most of the respondents indicated that where engagement was done, it was only at the project identification stages, despite preference by most respondents to be engaged at all stages of the project cycle. These findings underpin the need for infrastructure projects to enhance prioritization of community sensitization activities to ensure that citizens own public projects.

3.3.5 Disruption of Businesses and other Livelihood Sources

The survey sought to establish whether the citizens were being negatively affected, by the public infrastructure projects established in their communities, in terms of their day to day livelihoods. Findings revealed that some projects, specifically road projects, had disrupted people's businesses especially where the projects had been left incomplete. For instance, in Jinja town, Makindye-Sabagabo and Namasuba-Ndejje communities, incomplete road works were reported to have caused a lot of dust and consequently made citizens' merchandise in shops along these roads dirty all the time. In addition, incomplete pavements and open trenches reduced packing space for customer vehicles, hence reducing sales for the shop owners. This made some businessmen angry with the contractors and leaders as well. For instance, in Jinja municipality, the residents rioted over the matter as noted in the following quote.

*.....when you look at this dust, people are inconvenienced, the customers have reduced, there is no parking space, so everyone has their own thinking that may be the contractors are doing the work slowly or that there are people who mismanaged some money from the contract, recently people rioted over this matter.....***FGD participant, Jinja Municipality.**

Some residents were annoyed to the extent that they wished the contractors had not tampered with their roads at all. The residents of Gulu District said this.

..... If these people are to construct the road and leave it the way it is today, I think it would have been better for them not to have tried to improve the road since I do not see the importance and quality of the road they have constructed. **FGD, Unyama Sub-county, Gulu District.**

Besides the citizens' responses, disruption of business by incomplete road projects was observed across the regions where there were infrastructure projects works, especially ongoing road works. This was evident in Gulu Municipality, Jinja Municipality and Namasuba, Makindye-Sabagabo in Wakiso District. See photograph 1 below.



Photograph 1: From left to right; a temporary wooden bridge improvised to create access to a road-side shop in Makindye-Sabagabo, a demolished building along Najanankumbi Kikajjo Road and dusty section of Ndejje Kitiko Road.

In some instances, the establishment of infrastructure projects not only disrupted business but was also associated with demolition of houses and perimeter walls with inadequate and/or timely compensation.

..... they [contractors] demolish fences without consent of owners claiming that they are in the road reserve and then they fail to pay the affected citizens for losses. (FGD, community members, Wakiso Town Council)

3.3.6 Concerns related to inadequate Consideration of Locals for Employment on Sites

Interviews and FGDs with citizens revealed that community members’ expectations about job opportunities on infrastructure projects in their localities were inadequately being met.

...there are many young people without jobs, but other people from distant areas are the ones doing the jobs our children would be doing. You See, if they had first consulted with us we would get jobs. FGD, Wakiso Town Council – Central region.

Inadequate engagement with communities on contractual practices may be responsible for the seemingly ever-emerging complaint that contractors have no jobs for the locals. Moreover, some of the jobs available attract certain skills that are not readily available in the communities. On another note, some key informants held the opinion that it is not practically necessary that a contractor recruits new people all the time in order to generate some employment opportunity for all as this would require continuous trainings/induction for new workers, which may be time consuming for the contractors.

..... It is not possible for you [contractor] to keep on getting workers in every section of the road you are working; that because you are working towards Busunju, you must leave the workers you have behind? No, because these things are about training. Sometimes you have to train them. You train them on how to lift a wheel burrow, they might not know. So if you are going to train every time, you are going to waste a lot of time. So they must accept that this is not routine maintenance. I think you can recruit them. But where a contractor is making a road from point A to point B, honestly, you should move with the same workers. (CAO Wakiso District)

In addition, there were perceptions that some people were not ready to work due to a poor attitude to work. Some of the leaders indicated that they were aware of the employment opportunities brought about by new infrastructure projects especially roads, but they were worried that even when the opportunities existed, the youth in their areas were not only lazy but also undermined the jobs that such projects offered them as observed in one of the interviews:

We (local leaders) tell them (the local youth), but these people don't want to work, they just want to find you and start asking you for 1,000/= or 2,000/=. But when you call them to come and work, they don't want. ... That is why some contractors come with their own workers; you find them (the local youth) playing pool, doing nothing while they are seeing their colleagues working. They look at the jobs as small jobs. But the contractors give them opportunities, those who accept, you find them digging the trenches but others doing nothing. Mayor, Makindye Sabagabo, Wakiso District)

Citizens also cited **gender imbalances** in access to available work opportunities as a concern. Interviews with procurement entities noted however, that whereas it was government policy to mainstream gender in construction projects, the policy does not dictate such to the contractors on site.

Currently, UNRA cannot dictate to the contractor and consultants, but we have nominated service providers who are contracted to advance issues of gender such as HIV/AIDS and other gender issues. However, regarding the numbers, UNRA cannot dictate. Ideally, if it was from the top (policy level) and made contractual, UNRA would be implementing it. Group interview with UNRA M&E Officials

On a positive note, at the Ministry of Education's Construction Department, there were efforts to ensure that women were employed in every section of the project including.

.....if you went to the Project Coordinating Unit, you would find a big number of workers are women and sometimes we even had to go with pregnant mothers to the sites. Quantity Surveyor, Construction Management Unit, MoEST.

These findings not only underscore the importance of community engagement over infrastructure projects and people's expectations, but also the need for leaders to sensitize youth to gain positive attitudes towards work and also further engagement with contractors to diversify work opportunities for women beyond flagging. CoST approaches remain quite handy in facilitating such dialogues, and leaders could build on such meetings to also target and encourage the youth to pick-up positive attitudes and exploit such opportunities.

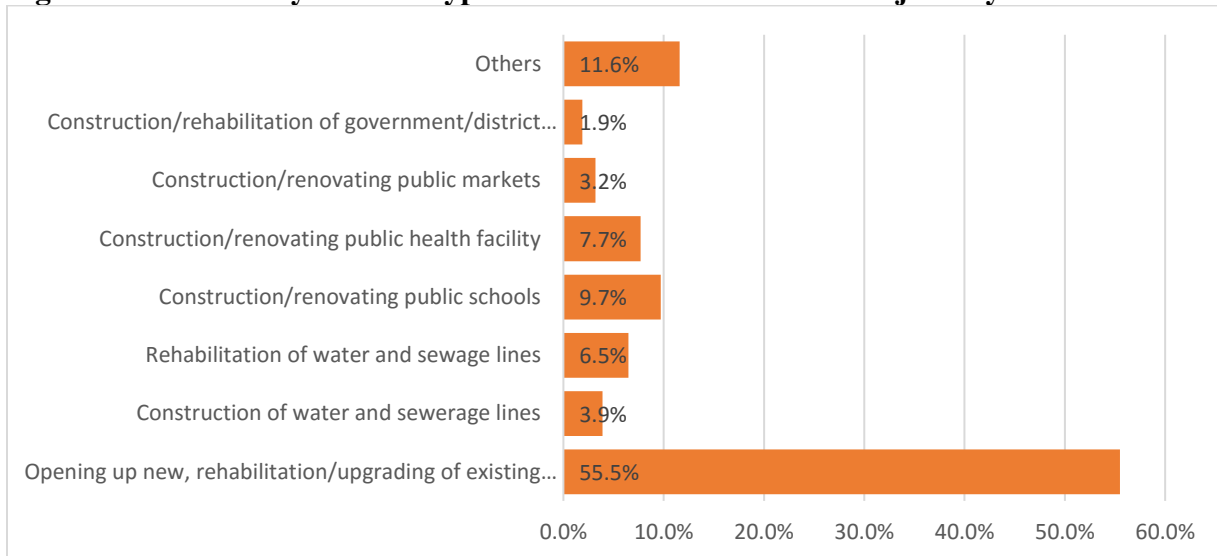
3.3.7 Inadequate Disclosure of Information on Infrastructure Projects

This survey examined citizen’s level of awareness of ongoing and/or recently completed public infrastructure projects in their communities, knowledge of basic project information, the amount and type of information displayed on public infrastructure projects as well as the ease with which citizens’ accessed information was examined. Overall, study results revealed that majority of the citizens were not satisfied with the level of information disclosure. This is further discussed in the following sub-sections.

3.3.7.1 Knowledge of Ongoing and Just Completed Infrastructure Projects

Regarding citizens knowledge of ongoing or just completed public infrastructure projects, results revealed that all the citizen respondents that participated in the survey were aware of either an ongoing public infrastructure project or a recently completed project at the survey time. Findings further revealed that road works (opening up new, rehabilitation/upgrading of existing roads) were the predominantly known projects with 55.5% response. This was followed by construction and rehabilitation of schools(9.7%), construction/renovating public health facility(7.7%), construction/rehabilitation of water and sewage lines(10.4%), construction/rehabilitation of government/district offices(1.9%) among other projects, See Figure 10.

Figure 10: Commonly Known Types of Public Infrastructure Projects by Citizens



This finding revealed a relatively high level of knowledge about public infrastructure projects amongst citizens. However, it is important to note that with more than half of the respondents knowing about road works, it indicates low level of knowledge about other sector infrastructure projects, yet the study areas were regional hubs with a number of ongoing and/or recently completed projects other than road works. This thus, calls for further awareness and disclosure of information to the citizenry on any public infrastructure projects in the community.

3.3.7.2 Citizens Knowledge of the basic Information on Infrastructure Projects

The survey examined the citizens' knowledge about the projects' start and end dates, project cost, source of funding, contractors, as well as the source from which the information was accessed. Results as indicated in table 2 revealed that about 9 of 10 (92.6%) of the citizens were not aware of the projects' start and end dates. The survey results further shows that most of the respondents were aware of the funding sources for the infrastructure projects as either coming from external donations (26.1%) or from central government (25%). Local government was also mentioned as funding some of the community roads by 19.6% while 19.6% and 23.1% of the citizen respondents reported that they did not know the funding sources and the contractors for infrastructure projects, respectively.

As regards the sources from which the citizens obtained basic project information, results revealed that only 22% and 12.1% obtained information from community meetings and local leaders, respectively. Although different sources were utilized like site visits (22.7%) the citizens' proportions obtaining information from community meetings and local leaders were still very low, yet these were reported as the major methods through which the citizens were engaged/ consulted on public infrastructure projects.

Table 2: Citizens' Knowledge of Basic Information about Infrastructural Projects in their Communities

Knowledge variable	Frequency	Percentage
Knowledge of project start and end dates		
Yes	5	7.4%
No	63	92.6%
Total	68	100.0%
Knowledge of the source of funding for the known projects		
Don't Know	18	19.6%
Central government	23	25.0%
Local government	18	19.6%
Local contributions	1	1.1%
External donation	24	26.1%
Others	8	8.7%
Total	92	100.0%
Citizens' knowledge of the project contractors		
Don't know	18	23.1%
Local contractors	17	21.8%
National contractors	1	1.3%
Foreign contractors	39	50.0%
Local community	2	2.6%
Others	1	1.3%
Total	78	100.0%

Knowledge variable	Frequency	Percentage
Citizen's source of information on infrastructural projects		
Community meetings	31	22.0%
Local leaders	17	12.1%
Local Media (Radios, TVs, newspapers)	13	9.2%
National Media (Radios, TVs)	1	.7%
Bill boards/sign posts/information walls	12	8.5%
Posters	3	2.1%
Leaflets and fliers	1	.7%
Friends/community member	16	11.3%
Visit to the site	32	22.7%
Others	15	10.6%
Total	141	100.0%

However, citizens across the study regions were not aware of the project costs since this information was never disclosed even for small community projects. The reason for complete lack of disclosure on this aspect was established that “*technically*”, *it was not appropriate to display information on project costs since they were liable to changes and in case changes occurred, it was likely to raise other unnecessary concerns from the public.* It was argued that whereas disclosing project cost was a good transparency and accountability measure it may be a source of controversy because infrastructure projects cannot accurately be priced and always attract variations, of which variations should be disclosed as well. See quote below.

You will never find a signpost with the project cost. You will generate more complaints by putting the cost on the signpost. There are technical things with roads. You cannot tell the public that the sub-base is going to be this; the base to be that, surfacing and you describe them to the detail, they still will not mean much to a lay man—unless you are speaking to a technical person. It does not have to be in the public domain. and even in these contracts there is a confidentiality clause; we are not at liberty to put everything out there (in the public domain).... (Engineer, KCCA).

The cost is always disclosed on the websites and not on the sign posts and this is intentional because when you are costing an infrastructure project, there are some unknown things that remain. If you put a figure on a sign post and then someone looks at the projects documents and finds another figure, it might raise suspicions. (UNRAM& E officer)

These findings suggest the need for further engagement with data owners to understand and appreciate the value embedded in disclosing infrastructure data to the public, and more so as a citizen’s right including disclosure of any variations accrued from project scope changes. This finding further points out inadequate level of disclosure of basic information and hence the need to increase the dissemination/disclosure of the basic infrastructure information and this could easily be achieved if community meeting and local leaders are used as delivery channels.

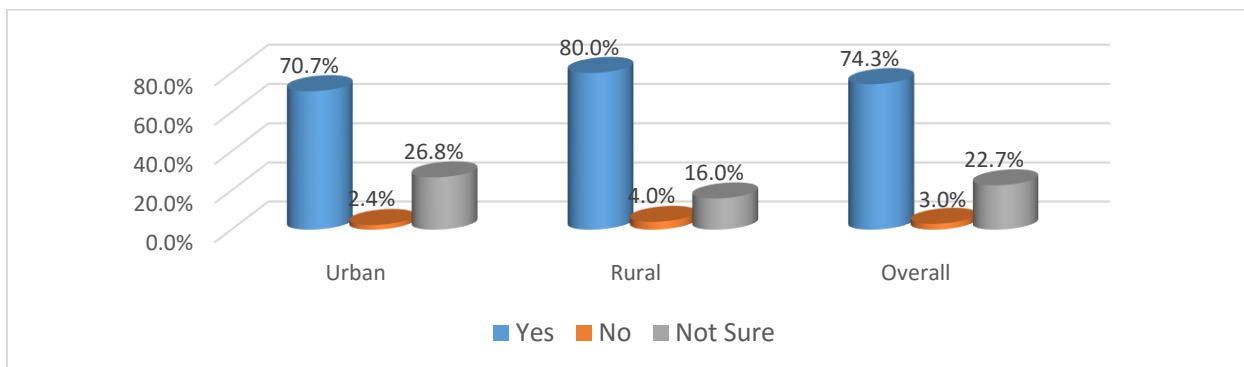
3.3.7.3 Citizens' Concerns on Proactive Disclosure of Information on Public Infrastructure Projects

This survey also examined citizens' knowledge and awareness of regular displays of information pertaining public infrastructure projects, type of information always displayed methods of information displays, information display sites/points as well as proposed good practice for displaying project information.

- **Regularity of Information Displays**

Overall, 74.3% of the respondents knew of regular information displays pertaining public infrastructure projects. Only 3.0% of the survey participants reported not to be aware of the regular information displays while 22.7% of the participants were not sure. The respondents from the rural communities were found to be more aware of regular information displays in their communities as compared to their urban counterparts with proportions of 80% and 70.7% respectively. See Figure 11.

Figure 11: Citizens' Knowledge of Regular Displays of Information Pertaining Public Projects by Location of Residence



- **Type of Information Regularly displayed**

In relation to the type of information that was regularly displayed on project sites, the survey results revealed that the main information types displayed on public projects included funding agency and project name (each at 19.4%) which constituted the majority, followed by information on project owner (13.4%), precaution messages (12.9%), project location (7.0%) and contract reference number (6.5%). Other information items such as project sub-sector, name of the contractor, project purpose and description, educative messages and building labels/names were not pronounced compared to the former. See Photograph 2 and 3.



Photograph 2: Common Information Disclosed at Project Sites

In some instances, the information displayed further elaborated on the project description, artistic impressions, objectives, beneficiaries and key stakeholders. This was observed at Gulu main Market site. Such information display was considered useful by the citizens since it helped them to compare project works to the expected output. See photograph 3.



Photograph 3: Additional Information Types Displayed at Project Sites

Regarding the methods commonly used, results further revealed that fixed sign posts/bill boards was the major information display method for public infrastructure projects accounting for 39.4%. This was followed by movable signposts (16.7%), site markings/labeling (14.4%), posters (13.6%) and then flaggers (9.8%). It was revealed that information is most commonly displayed on roadsides (39.2%), entry and exit points of the project area (18.6%), in the middle of the road for ongoing projects (17.6%) as well as at strategic corners and identified points. See Table 3.

Table 3: Level of Proactive Disclosure of Information on Infrastructure Projects

Regularly displayed data points	Frequency	Percentage
Project/Contract reference number	12	6.5%
Funding agency	36	19.4%
Project owner/client	25	13.4%
Sub-sector	5	2.7%
Project name	36	19.4%
Project location	13	7.0%
Name of project contractor	11	5.9%
Project purpose	8	4.3%
Project description	4	2.2%
Precaution messages (e.g. Humps a head, slippery surface, e.t.c)	24	12.9%
Building/room names	3	1.6%
Educative messages(e.g. on HIV, conservation, e.t.c)	2	1.1%
Other data points.	7	3.8%
Total	186	100.0%
Methods Used to display project information about public infrastructure projects		
Fixed sign posts/bill boards	52	39.4%
Mobile sign posts	22	16.7%
Posters	18	13.6%
Flaggers(construction guides)	13	9.8%
Site markings/labeling	19	14.4%
Others	8	6.1%
Total	132	100.0%

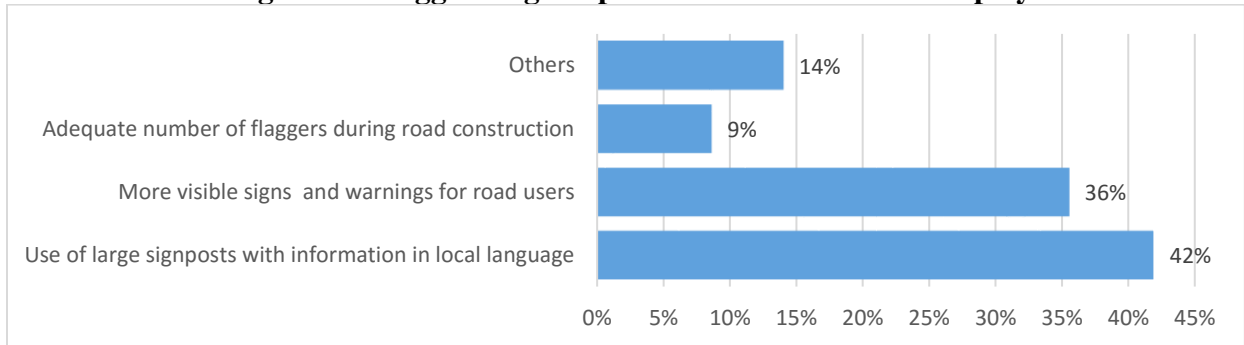
However, there was a concern by citizens that oftentimes caution messages were displayed at the very points of the feature referred to; for instance caution messages about temporary closure of roads were sometimes displayed at the exact points the roads were closed, causing a lot of inconvenience and sometimes accidents to the road users (See photograph 4).



Photograph 4: Caution message placed at the exact point where the road was closed along Jinja Main Street, Jinja Municipality – Eastern Region

Survey participants suggested the use of large signposts with information written in local languages (42%) and use of signs that are more visible and warnings for road users (36%) as well as using enough flaggers during the road construction (9%), see Figure 14.

Figure 12: Suggested good practices in information display

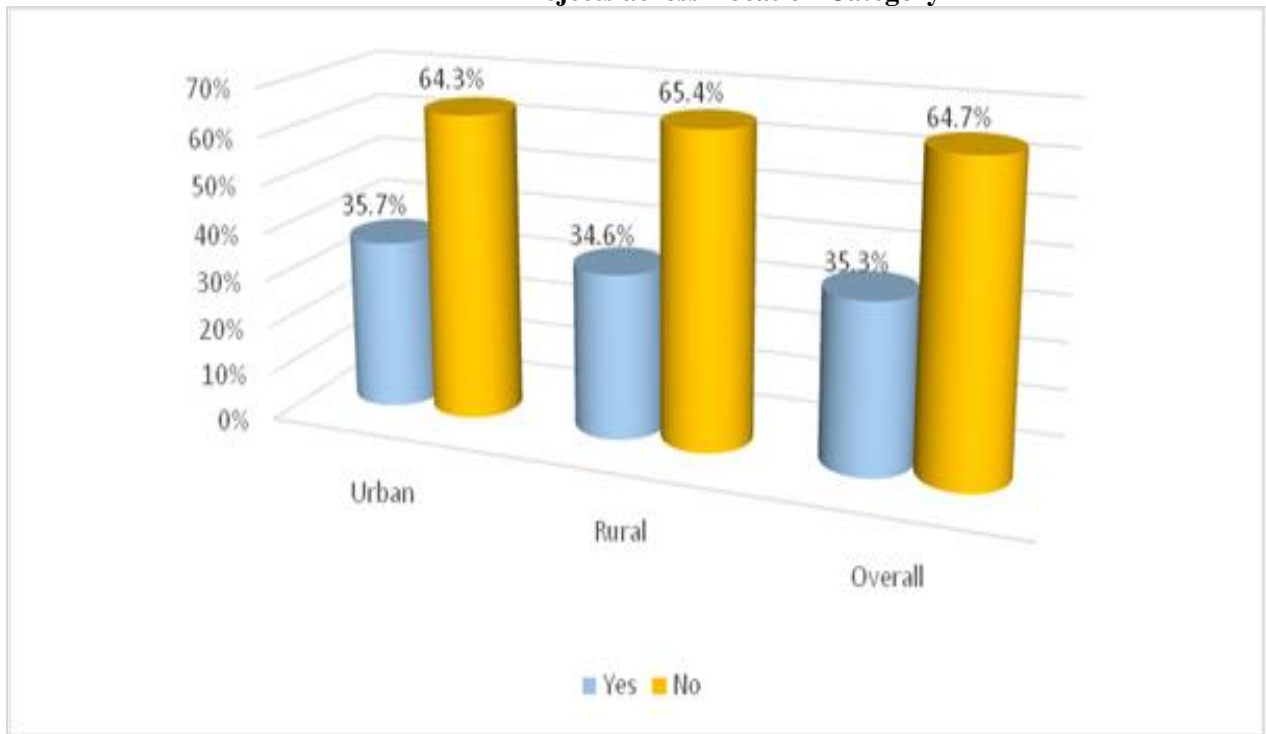


In summary, the survey results revealed an inadequate level of proactive disclosure of information on public projects thus necessitating the need by all stakeholders to proactively disclose more information on projects. However, the survey found out that some procurement entities had a perception that ordinary citizens did not need much information on infrastructure projects but basic information only and such a perception was likely to affect efforts towards full/adequate disclosure.

3.3.7.4 Citizens' Experience with Information Requests on Public Infrastructural Projects

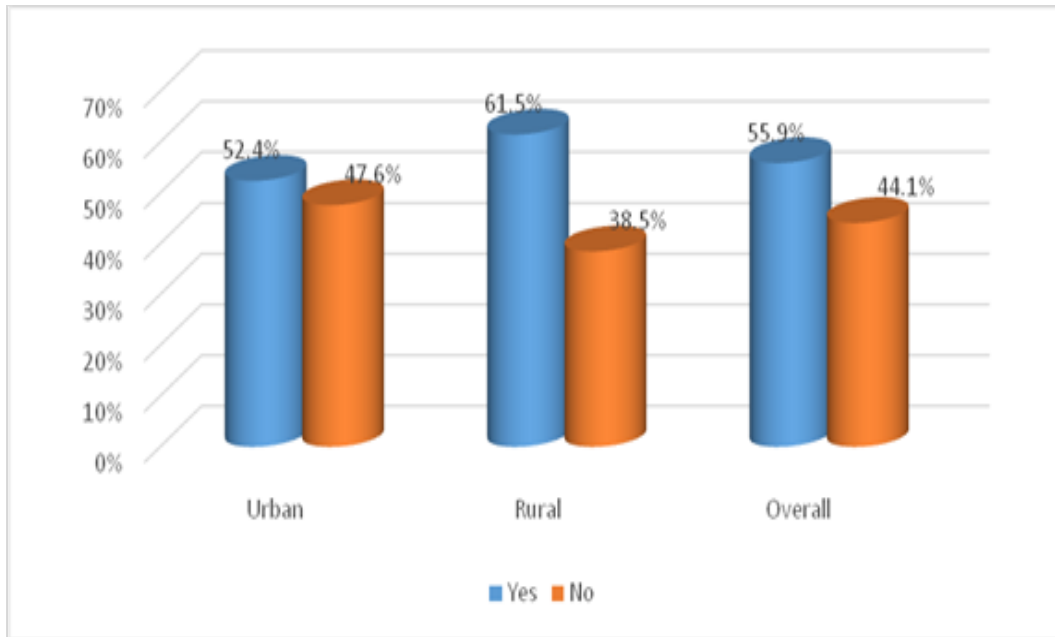
Overall, only about 3 in 10 (35.3%) citizens reported having ever made an information request pertaining public projects prior to the survey, while the majority (64.7%) had never sought information on public infrastructure projects presenting a similar trend between rural and urban communities as illustrated in figure 15.

Figure 13: Citizens Experience in Making Information Requests on Public Infrastructure Projects across Location Category



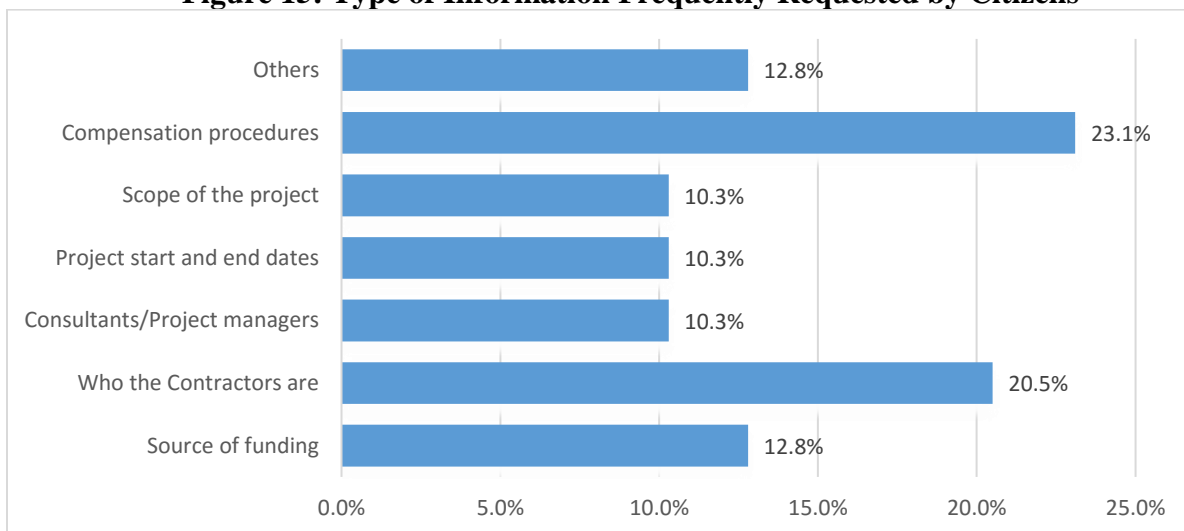
Survey results also revealed that overall, only 55.9% of the citizens that participated in the survey mentioned that they knew where and how to request information on public infrastructure projects while 44.1% did not know of where and how to lodge information requests in case of need. Results also indicated that rural residents were more (61.5%) knowledgeable compared to their urban (52.4%) counterparts (see Figure 16).

Figure 14: Citizens' knowledge of where and how to make information requests on infrastructure projects



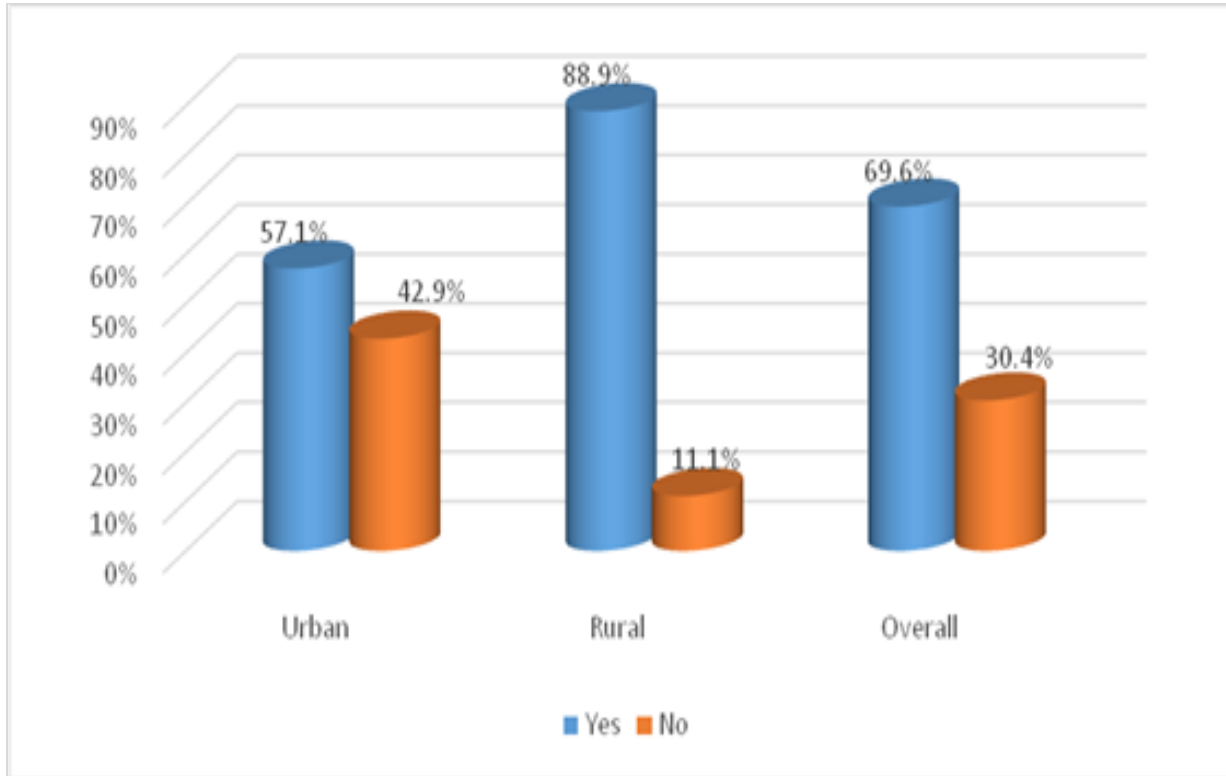
In regards to the type of information citizens requested included; compensation procedures (23.1%), contractor information (20.5%) and source of funding (12.8%) were mainly sought. Few citizens sought information on project start and end dates, project scope, and consultants or project managers as illustrated in Figure 17.

Figure 15: Type of Information Frequently Requested by Citizens



In relation to whether citizens' requests for information were honored and the requested information granted, only 69.6% of the citizens who had made information requests had received the said information while 30.1% had not received the information. The results show that requesters from rural settings were more (88.9%) likely to receive the information they requested compared to those in the urban settings (57.1%) requesters (Figure 18).

Figure 16: Receipt of Requested Information by Location Category



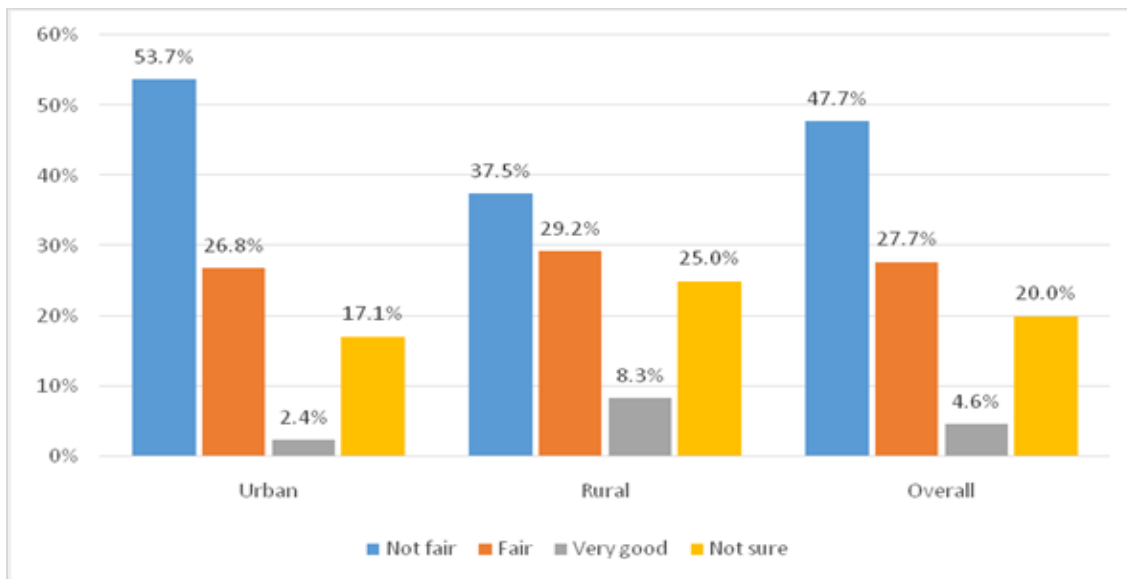
The findings further revealed from in-depth interviews with community leaders that it was a common practice especially among the technical teams, to deny information requests at times including those submitted by leaders. Oftentimes responsible officers used delay tactics, invoked the Official Secrets Act 1964 or at times deliberately refused to disclose the requested information.

.... We suppose where there are corruption risks, automatically getting information in that office is very difficult and not only that, sometimes you want information and you are blocked, they drag you around and would not want to show you the responsible person.
(FGD, Gulu Senior Quarters).

3.3.8 Unsatisfactory Compensation Processes/Procedures

The survey sought to find out the citizens' perceptions and concerns regarding the fairness of the compensation processes and the alternative means of resolving compensation issues/disagreements. Survey results showed that only 27.7% and 4.6% of the survey participants regarded the compensation process as fair and very good, respectively, while close to half (47.7%) regarded the process as not fair. However, 20% of the survey participants could not assess the compensation process and thus, they reported not being sure (Figure 19). These findings underpin the need for increased dialogue and engagement with citizens to ensure they appreciate the process through which compensation rates are determined.

Figure 17: Citizens' Assessment of the Compensations in Relation to the Market Rate

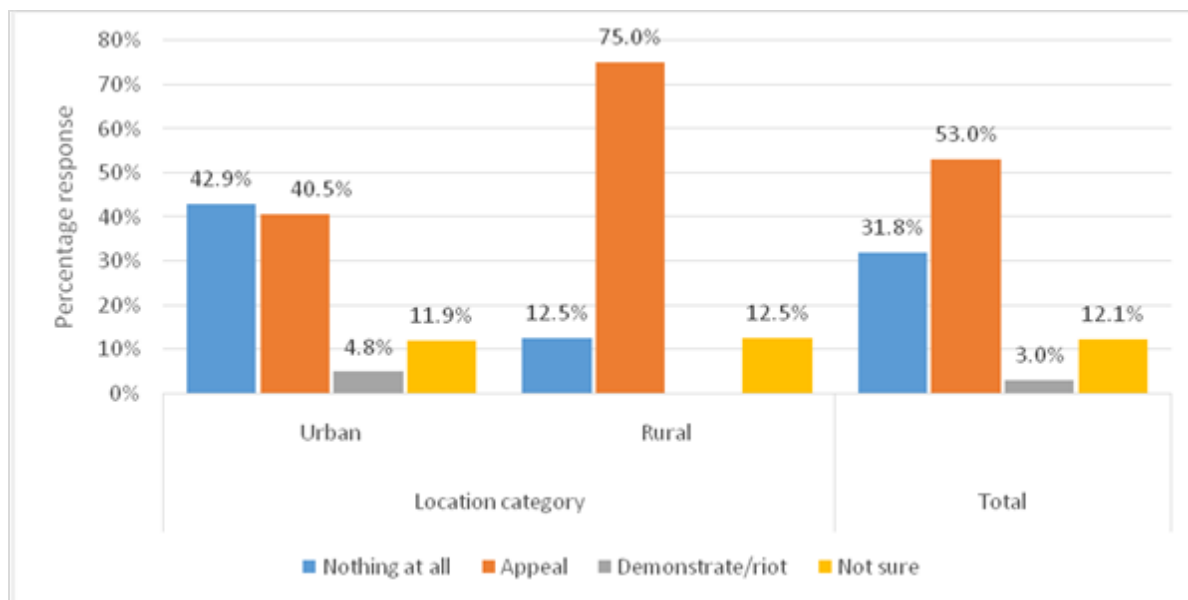


3.3.9 Actions Taken by the Project Affected Persons (PAPs) in Case of Compensation Disagreement

As regards the actions taken by the Project Affected Persons (PAPs) in case of disagreement regarding compensation rates, a larger (53.0%) proportion of citizens reported that in case of disagreement they could appeal, followed by those who could do nothing at all (31.8%), those that were not sure (12.1%) and 3% said that they could demonstrate or riot. However, it is important to note that of those who said that they could appeal, 75% were rural community residents as compared to 40.5% who were urban residents. The findings further underscore the

need for citizens to be educated and engaged more on the appeal procedures in case of dissatisfaction with compensation rates given by government (See Figure 20).

Figure 18: Project Affected Persons Action Taken in Case of Compensation Disagreement



Interviews with Local Government officials and Procurement Entities reflected the same concern that compensation was a big challenge for Local Government projects. It was revealed that unlike Central Government, districts did not have budgets for compensating PAPs. The only strategy for infrastructure projects in terms of getting the right of way at district level was through dialogue with the citizens so that they could offer land on good will for the public projects. In Wakiso District, through dialogue the district had succeeded in getting the right of way for infrastructure projects. However, the approach was already facing some challenges due to delayed start of some of the projects where community members had offered their land.

..... Where there is no compensation, we have to sit with the affected persons... if you do not sit with them, wars would be many. They can even take you to court! Land cases would be many in courts. You see like that Namasuba Road, that is why it is small. They gave us small pieces of land, we understood the situation and accepted to go with the little we were given, but in future, if we need to expand and we have some money, we will compensate them. (Mayor, Makindye Sabagabo)

Survey findings also revealed that in some instances, adequate engagements and sensitization of citizens (especially the PAPs) had been made and that mechanisms for handling compensation grievances were devised. Where such arrangements had been done, success was realized and as reported in one of the KII interview, the PAPs allowed projects to commence even before they were compensated.

We also do many engagements with the PAPs to let them know the processes of acquiring land and compensating the affected persons. On the project sites, we normally have Grievance handling committees comprised of people from the affected communities who then liaise with UNRA to ensure the grievances are amicably settled. We have been successful in community engagements in some areas where the communities have allowed the projects to continue even when they have not been paid their compensation
(M&E officer UNRA)

For such projects that had no allocations for compensation of the PAPs, it was reported that through adequate dialogue and sensitization of the citizens, PEs secured consent from the PAPs to freely use their land to establish projects that were perceived to improve their neighbourhood.

Actually to compensate it means you will reduce on what you are going to do. So what we have been doing, we have been talking to the communities to get their consent—to give us free land in exchange for improving their neighborhood. They have accepted, and they have signed consent forms. **(Director, Engineering and Technical Services KCCA)**

Overall, citizens were concerned on the unfavourable compensation procedures. However, it was also established that with adequate awareness rising of the citizens and through dialogue, the citizens were flexible and could even give their land for free or expecting to be paid later on. This therefore suggested that in addition to making the compensation process and procedures known to all PAPs, awareness and dialogue was necessary for enhanced transparency during the establishment of public infrastructure projects.

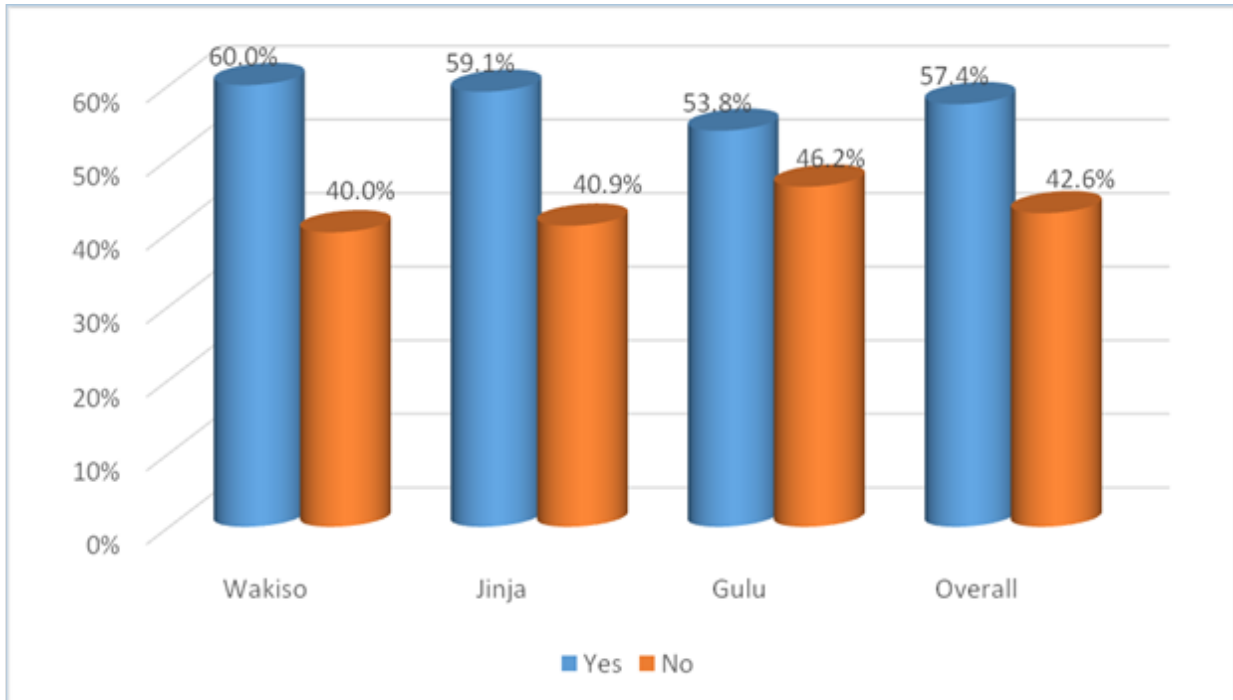
3.3.10 Quality Standards and Citizens' satisfaction Levels

3.3.10.1 Citizen's Knowledge of infrastructure quality standards

In order to establish citizens' needs regarding quality assurance and control measures for public infrastructure projects, the survey examined citizens' knowledge of quality assurance and control measures for public infrastructure projects, their opinion on the level of adherence to quality assurance and control measures, as well as knowledge of the entities responsible for ensuring that such standards are adhered to.

Results indicated that overall, majority of the respondents (57.4%) were knowledgeable on quality assurance and control issues in infrastructure projects. In addition, a significant number of the respondents (42.6%) said they were not aware about quality assurance issues, which calls for more engagements to ensure they are informed to enable them effectively participate in the supervision and monitoring of projects in their communities. The level of awareness in all the three study areas were slightly above average, in very close ranges, with Wakiso district leading at 60.0%, followed by Jinja at 59.1% and last Gulu at 53.0% (See Figure 21).

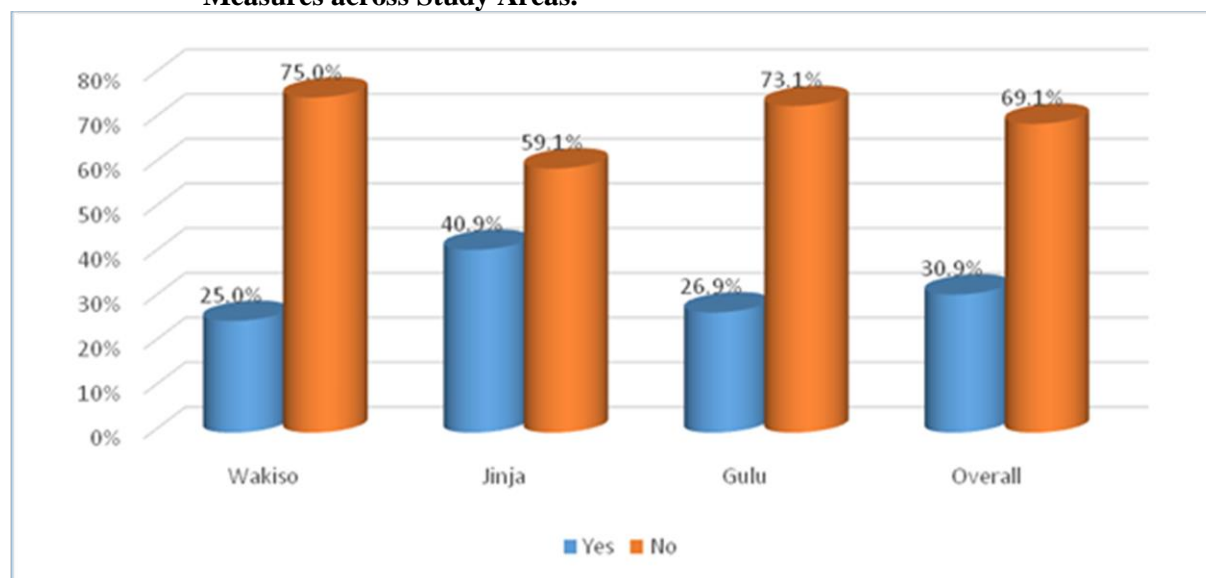
Figure 19: Citizens' Perceived Awareness of quality assurance and control measures in infrastructure



3.3.10.2 Citizens Perception on Whether Contractors Adhere to the Quality Control Measures

Overall, 69.1% of the survey participants believed that quality assurance and control measures were not always adhered to during the establishment of public projects. Across the study sites, citizens from the Eastern Region reported more adherence at 40.9% followed by those from Northern Region (26.9%) and Central Region (25.0%). See Figure 22.

Figure 20: Citizens Perception on Whether Contractors Adhere to the Quality Control Measures across Study Areas.



About one-third (30.9%) of survey participants had no knowledge of which particular entity/stakeholder was responsible for ensuring adherence to quality control standards in public infrastructure projects. Majority of these were in Wakiso (40.0%) and Jinja (40.9%) districts. About a fifth (20.6%) of the respondents thought that it was the central government or contractors while 14.7% thought it was the Local Government responsible for ensuring adherence to quality assurance and control measures in the implementation of public infrastructure projects. Only 10.3% of the respondents knew that it was the project supervisor or consultant that was in charge in ensuring adherence to the set quality standards during the implementation of public infrastructure projects (see table 4).

Table 4: Citizens Perceived Knowledge of the Entity/Stakeholder Responsible for Quality Adherence on Infrastructure Projects

Who is responsible for ensuring that quality control standards are adhered to (Percentage)					
		District			Total
		Wakiso	Jinja	Gulu	
Who is responsible for ensuring that quality control standards are adhered	Don't know	40.0%	40.9%	15.4%	30.9%
	Central Government	35.0%	13.6%	15.4%	20.6%
	Local government	15.0%		26.9%	14.7%
	Contractors		40.9%	19.2%	20.6%
	Consultant/Project Supervisor	10.0%		19.2%	10.3%
	Others		4.5%	3.8%	2.9%
Total		100	100	100	100

Regarding levels of satisfaction with quality of works/service delivery, majority (55.4%) of the respondents were not satisfied at all with the quality of works on public infrastructure projects in their localities. It is also important to note that a sizeable proportion (15.2%) of the citizens mentioned that they were not that much concerned on issues to do with quality of works or transparency in public infrastructure projects. This finding is not surprising; it is quite consistent with the earlier findings of this survey that point out limited consultation and engagement of the citizens over infrastructure projects as well as poor access to project information as key concerns.

Findings as presented in table 5 indicate that majority (73.5%) of the citizens were not at all satisfied with the quality of works on local government projects. They were not happy with the procurement procedures of both local and central government projects as well as the way project affected persons of local government projects were compensated. This further underpins the need for increased awareness and engagement with citizens at all stages of project implementation. Empowering communities to continuously monitor the quality of infrastructure projects remains a goal for the infrastructure sector given that communities are ever present in project localities.

Table 5: Citizens level of satisfaction on the aspects of transparency and quality of works for public infrastructure projects

Aspects of transparency and quality of works in public infrastructure projects	Perceived Level of satisfaction				
	Very satisfied	Satisfied	Not satisfied at all	Not applicable	Total
Level of satisfaction with the way Central Government infrastructure projects are procured	1.5%	19.4%	56.7%	22.4%	100.0%
Level of satisfaction with the way Local Government infrastructure projects are procured	0.0%	17.9%	55.2%	26.9%	100.0%
Level of satisfaction with the way Central Government PAPs are compensated	6.0%	37.3%	47.8%	9.0%	100.0%
Level of satisfaction with the way Local Government PAPs are	3.0%	16.7%	59.1%	21.2%	100.0%

compensated					
Level of satisfaction with the quality of construction works on Central Government projects	9.0%	44.8%	40.3%	6.0%	100.0%
Level of satisfaction with the quality of construction works on Local Government projects	13.2%	7.4%	73.5%	5.9%	100.0%
Overall satisfaction	5.5%	23.9%	55.4%	15.2%	

In sum, survey results suggest the need for more engagement and awareness of the citizens on aspects of quality control. The results further suggest the need for empowering citizens through awareness and disclosure of necessary information in order for them to objectively compare project works to the expected output.

3.3.11 Safety and Health Concerns

In reference to the maintenance of standards on the infrastructure projects for the benefits of the citizens, the study sought to establish issues on the health and safety of the project workers and community members around major projects. The study findings show that health and safety issues were of great concern to the communities. From the findings, some infrastructure projects posed a health hazard to them. Around the New Nile Bridge, Main Street projects in Jinja Municipality and Namasuba in Wakiso District, the dust on the construction sites affected workers and community members, who did not have sufficient weather conducive protective gear. It was however, noted that some labourers felt uncomfortable with some of the gear and removed them and continued working on bare feet, hands and unprotected heads. In Jinja Town, manholes were left open even in the sidewalks risking the lives of many people (see Photograph 5)



Photograph 5: Citizen watering the road to reduce dust at Namasuba, Wakiso District; an open manhole along Main Street, Jinja; and an open hole left at Namasuba stage, Makindye Sabagabo in Wakiso district.

On a positive side there were some efforts by contractors and other stakeholders, particularly the procurement entities to safeguard people's lives in the communities and the workforce of the projects by providing medical services and water to the project staff. There were outreach expeditions to the community to create awareness on HIV/AIDS, giving out condoms. According to the KCCA official interviewed, the safety and environmental issues were sometimes contractual in nature. Water and sanitation were also important provisions for the projects.

Water was being provided on site at specific locations. Workers had sheds where they would go for lunch and for drinking water. Another alternative would be that every worker is equipped with a water bottle such that each worker moves with own bottle and keep refilling from the moving water tanker. Also the contractor had to make arrangements with fuel stations along the project site and any other establishments that had toilets and made agreements on how the workers could access the toilets and the

contractor maintains those toilets. (Director, Engineering and Technical Services, KCCA)

3.3.12 Environmental and Social Responsibility Concerns

Evidence gathered during the study shows that issues of environmental social protection remained crucial for attention. For instance, in Makindye-Sabagabo Municipality in Wakiso District, the construction site was left with a lot of debris that silted water channels and caused hazards to road traffic and pedestrians. In Namasuba, Makindye-Sabagabo, Wakiso District, the road section, which was not yet completed, was left with a lot of debris and the channels had started being silted which the residents complained was not healthy for them.



Photograph 6: Heaps of debris and culvert left on site in Namasuba Village, Makindye-Sabagabo -Wakiso District

The scenario in photograph 6 clearly depicts a contradiction with the contractor’s contractual obligations for site management as revealed in one of the KII interviews.

Before a contractor takes on a project, after he has been awarded a contract, community meetings are held to address a number of issues—the social impacts, environmental impact and other concerns of the beneficiaries—the people near those projects. So by the time the contractor takes off the implementation, the public knows exactly what is going to be done; if it is grading of the road, the government knows exactly which trees are going to be affected. (CDO, Jinja District)

The findings further underscore the need for continued engagement with the community on their safety and co-existence with the projects. Overall, many respondents felt that consultations and engagement over infrastructure projects in their vicinity were not satisfactory; they were more top-bottom in character with community members mainly taking directives as opposed to

dialogue. This lack of effective community consultations and participation was said to have the following consequences:

- Denial of the right of way and the resultant delay of project completion;
- Disruption of business activity due to dust and strained access to road-side shops that sometimes trigger riots from citizens;
- Poor appreciation and ownership of infrastructure projects as evidenced by complaints about vandalism of road signage, drying of cassava on road sections, breaking of streetlights;
- Complaints about locals not getting jobs from infrastructure projects or about poor compensation rates, even when these rates are genuinely determined can easily get worse when there is limited community engagement on projects;
- Some data owners are reluctant to avail citizen's information as required by the IDS because poor community engagement meant weak capacity by the community members to demand for services.

3.4 STRENGTHS AND OPPORTUNITIES AVAILABLE FOR CoST

The survey identified a number of strengths and opportunities upon which CoST can leverage transparency and accountability in public infrastructure projects as discussed in the following sub-sections:

3.4.1 Multi stakeholder working

CoST approach of multi stakeholder working is a unique initiative and very important in service delivery because it enjoys the synergies from the different players. Having a close link with the government of Uganda through the MoWT as overseers of its operations in the country gives CoST legitimacy and capacity to do business. For instance, it was established that if CoST regularly engages the responsible government agencies then emerging issues and concerns regarding infrastructure projects could easily be addressed.

*I think at one time we had a partnership dinner with them [meaning CoST]If we have regular engagements, then we would be able to address some of the challenges but also make timely interventions and responses to the concerns of the citizens. **Minister of state for Works, MoWT.***

Besides timely response to citizens' concerns, the CoST multi-stakeholder working approach was applauded for bringing together all relevant stakeholders in the public infrastructure sector. In one of the in-depth interviews, it was established that infrastructure projects need to be implemented in a synchronized manner.

The approach that CoST has brought on board is a good one because you will need Local Government, you need the Directorate for Ethics & Integrity, and you will obviously need participation of local CSOs, and citizens. You will also need Ministry of Finance to provide information on the release of project funds and the budget cycle. The MoWT on the other hand is needed since they are the custodians of the public works and they are the line ministry. So all these should be brought on board and this approach has been a good one. Senior Ethics Officer – Directorate of Ethics and Integrity

In all, the MSG working approach was perceived as an enabler of transparency and accountability in the sector.

3.4.2 CoST Deploys a Unique Approach and Strategies to Leverage Results

CoST approach is perceived as a new and unique approach in the implementation of infrastructure projects for enhanced Transparency and Accountability. In addition, CoST's advocacy for openness builds trust among the stakeholders thereby creating free environment for engagements and information sharing. This reduces pressure on the stakeholders given that free access to information makes accountability easy but instead creates room for clarity.

When CoST comes, they put things on the table, and say: these are the issues [...]. For us we are very happy because it reduces on the audit queries. At first, we were not sure what CoST was, but later on we said opening up infrastructure and engaging citizens at all project levels was the right thing. Because CoST is engaging us to improve on our work We are going to learn. **Chief Administrative Officer, Wakiso District.**

In Wakiso District where CoST has implemented the initiative, improvement in transparency, accountability and resolution of compensation challenges has been registered, thanks to the leadership that embraced CoST approaches. CoST has been called upon to scale its initiative further down to the councils and municipalities and two projects have been assured.

For CoST as long as you work with the district leadership and administration and work as a team, I don't see any problem. And let me tell you for Jinja we are the people who like people who help us. If you come as you have come we will always give you our total support and work as a team and working as team will help us to develop our district. **(Vice Chairperson LCV, Jinja District)**

So, the future of CoST is that, lets engage ministries at the top, looking at the ministry, then the association of the local governments because there, if I go to Wakiso, how about Kabale? So if I go to associations of local governments, it means I have talked to all districts at once; that's one; two, you look at Municipals and Town Councils. **MSG member**

The whole thing now goes back to the kind of leadership in place; those in the local community can be used as an entry point for this opportunity so that from them we begin

to see light shining and the spirit of patriotism can come up in them to embrace development initiatives [.....] (Opinion Leader, Gulu District.

In Wakiso where the community was fully engaged, the community had contributed materially and morally on the projects. So for CoST this strategy should be maintained in infrastructure projects.

I have interfaced with CoST several times, I have actually attended two of their workshops and as Wakiso District, and they have done great work to us councilors and to my committee. Earlier, we could just go to the field without knowing what to monitor but they taught us how to use the bills of quantities and to check what has been done against what is in the bills of quantities, the questions to ask the supervisors, the contractors, the questions you can ask the public provided in the Infrastructure Monitoring Tool, some of these things we could not look at them, we could just look at the road and go. We could just enjoy walking in the road and drive off. Now we stop and ask questions about how the work is being done. We also stop and ask the public what they expect from the project we are doing. We put their expectations into consideration when we are doing the changes. Chairperson Works Committee, Wakiso

3.4.3 Citizens' willingness to embrace the CoST Approach

In Uganda the cost of infrastructure projects, especially roads is very high mainly due to land compensation and corruption tendencies as per the recent World Bank Report, the returns per dollar invested is very low (about 7 cents). Given a widespread public outcry for improved transparency and accountability for improved quality of works in public infrastructure projects, the CoST approach that puts emphasis on participation and engagement of all stakeholders including citizens who are crucial in land acquisition matters become very crucial. Moreover, there is a growing appreciation of the approach by CoST, which gives hope that it will succeed.

... It is clear that it will [CoST approach] succeed over time... I am very sure that there are many people who would prefer to see better things done. Uganda has improved; let me tell you, in terms of procurement transparency. In the past, a contract would be awarded without anybody knowing, but now it is improving, this should be the same approach across other stages of project delivery. KII UNABCEC Members

It should be noted that the absence of community engagement could even carry more costs onto the projects. Survey findings revealed that the citizens across the study areas had at one time rioted due to poor works and lack of consultation and engagement from the project implementers simply because of the gap that seems to be created between the contractors and the local community.

What I have observed is that there is always a big disconnect between the end users and the contractors at work; almost all projects I have seen suffer that 'black-out' on

communication. People do not know what is taking place, there is nothing, probably the government doesn't put in so much initiative to involve them and then explain to these people what is going to happen and then to introduce the contractors to the community. You realize that, in every contract, there is an aspect of end user engagement with a lot of mobility but how is this always handled. (CSO, Jinja Town)

3.4.4 Political will for the Approach to Survive

Another opportunity identified for CoST approach was the good political will from the government who are the custodians of the infrastructure projects in the country. Both local and central government as well as the PEs were willing to work together to improve on transparency and accountability in the construction sector.

If one goes on the ground, after that comes, and reports to the Ministry, then we should be able to respond. It is healthy to have an independent eye to keep looking at you. It is good for someone to tell you that you are naked. You may not know how much naked you are until somebody from outside tells you. (Minister of state for works, MoWT)

Other strategies/opportunities mentioned included engaging the Media through advertising, publishing information in newspapers, social media, and Radio programs to create awareness. CoST is already doing this and it should continue or be scaled up.

3.4.5 CoST Approaches Build Investor Confidence

Currently Uganda has plans for massive investment in public infrastructure (transport networks in form of roads, an international Airport in Hoima, Oil and gas, standard gauge railway, electricity generation among others. At the same time, the country has a big investment gap that calls for public private partnerships (PPPs). However, for meaningful PPPs to take effect there is need for a high investor confidence particularly in terms of a conflict free land acquisition process. Also in order to attract the private sector into the public infrastructure sector, greater transparency and accountability is required. The CoST approach, if adopted, is a basis for enhanced transparency and accountability necessary for PPP

3.5 GOOD PRACTICES ON INFRASTRUCTURE PROJECTS BY CoST

The infrastructure sector being a wide sector and involving huge finances makes it of great interest to both the government, the citizens and other development partners including the donors. During the survey, a number of good practices in the sector were observed and others revealed by the stakeholders interviewed. These practices were identified in the areas of information disclosure, transparency, quality control, citizen engagements, safety and health of workers, and gender considerations. The following were identified as good practices.

3.5.1 Development of Information Disclosure Platforms

Most institutions in the infrastructure sector that participated in the survey had established more accessible and user-friendly electronic information formats and other Infrastructure management systems for both storage and retrieval by the stakeholders including the citizens. These included; websites e.g. www.budget.go.ug and EMS for data management of donor funded projects by MoFEP, www.user.com by KCCA, social media links (Facebook, Twitter, You tube, Instagram by KCCA and UNRA) toll free lines (0800990000 for KCCA) and for-free *sms* codes (7010 for KCCA). All these institutions also used daily newspapers and the Government Procurement Portal (GPP) for advertising contract awards. However, entities decried the lack of resources for data collection and entry and most of the citizens were not aware of these data avenues and so needed to be informed on how to access such information.

We have literally standardized all documents relating to public procurement and contracting. For every action you can think of in public procurement there is a standard form, we have almost left nothing to error. Right from planning, there is a standard for how you initiate a plan, a form for how you evaluate, so we have set those standards, for the E- procurement we have set up some elementary system that captures data but we are in amidst of creating a fully-fledged procurement system which should accommodate all that we are doing electronically. (PPDA manager, compliance)

Interviews with local leaders and community members revealed that whereas data disclosure was still low, citizens themselves did not have much interest in looking for this data. This could be the driver for the data owners not fully disclosing the information.

3.5.2 Adherence to Procurement Guidelines

All the study targeted procurement entities nationally and locally revealed that the PPDA guidelines on procurement for infrastructure goods and services were strictly followed to avoid legal action by either the citizens or the IGG. Calls for jobs were publically being advertised in major daily newspapers and uploaded on websites for people to access. This was a good practice though the accessibility of these procurement guidelines to citizens was still a challenge. Interviews with the, Wakiso and Gulu District CAOs revealed the degree of adherence to procurement guidelines

.... the procurement process is well known, every year, we advertise and get pre-qualified firms who are interested in getting contracts with us. Now, the pre-qualified firms form a pool of firms from which we can pick. May be some projects that don't exceed may be by 50 million, there is a threshold provided. So we don't have to go to the open market to get people to compete for those contracts. We just go to the pre-qualified lists. Now there are projects that may be beyond 50 million, those ones we don't refer to the pre-qualified lists. We normally advertise, what we call open domestic bidding, people apply, of course there is a time period given, they apply using the bidding documents we have, and then

carryout evaluation, after evaluation, we refer to the contracts committee. CAO, Wakiso District

As a country, public institutions use the PPDA Act and so, we all adhere to it. PPDA has staff under the monitoring and they have conducted a lot of public awareness, just like IGG has done, we, to a lesser extent strictly adhered to the PPDA Act, when one is not satisfied with the outcome of the process they always have the procedures of appealing.(CAO, Gulu District).

3.5.3 Use of Community Engagements to facilitate Land Acquisition for Infrastructure Projects

Open community meetings known sometimes referred to as Barazas are used for the citizens to interface with the government and contractors to share information on infrastructure projects.

We hold these Barazas and then we explain details about what we are planning to do and then we obtain feedback (District Engineer, Wakiso).

So we have a lot of engagements right from the transporters to other stakeholders. The PCAs (Public Community Affairs) do many engagements. They have their Client care officers who move everywhere engaging the PAPS. Every project has a client care officer who ensures that land acquisition issues are handled appropriately and ensures that the PAPS are settled. These link UNRA to the communities. Sometimes they have to go and stay on project sites to handle community complaints. We cooperate with the technical persons and the contractors back and forth. We also do many engagements with the PAPS to let them know the processes of acquiring land and compensating the affected persons (M&E officer UNRA)

All the PEs consulted mentioned that they undertake some level of community engagement especially at the level of project identification, compensation or land acquisition stages. There was a consensus that once the citizens contribute land, there are limited delays in project completion as well as costs; there is greater likelihood that the infrastructure projects will be more sustainable. Leaders in Wakiso and Kampala were very grateful where community members had offered their resources for infrastructure projects especially roads.

3.5.4 Establishment of the Infrastructure Corridor

This was an initiative by the government to ensure that the infrastructure projects are harmonized by utilizing resources jointly without affecting each other negatively. This was revealed by the commissioner for infrastructure in the MoFEP that the government was in the process of ensuring that while constructing infrastructure projects, provisions be made for other infrastructures to come up in future and use the provided spaces along the first project without damaging it. This saves money and space.

So the government is now working on an infrastructure corridor such that if it is say Kampala - Jinja express high way, it should have enough room for other infrastructures

such as water, telecoms, to pass there, where there are crossings, all those, can pass without cutting the road because there is already a provision. Commissioner for infrastructure, MoFEP

3.5.6 Road Signage for Traffic Management

Effective signage is good practice to ensure proper traffic control on construction sites and on completed projects to enhance the safety of construction workers and other road users. Most of the completed road projects especially the New Nile Bridge that was nearing completion had good road signage by data collection time.

3.5.8 Good Health and Safety Management for Workers on sites

During the study, all active sites on major infrastructure projects were observed to have protective gear for the workers such as reflector jackets, helmets, gloves, boots, mouth muffles, etc. This is good practice to protect the lives of the workers on site. For instance, in-depth interviews with engineers from UNRA and KCCA revealed that it was mandatory and contractual to have safety officers for day-to-day handling of staff safety issues and clinics on sites for treating minor injuries and major health units/hospitals away from sites for referrals in case of major injuries by workers. This is also good practice for ensuring that the workers are safe during construction works.

We formed a tripartite team named health and safety committee (of KCCA as the client, the consultant and the contractor) to address the health and safety issues. All UNRA projects must have full time safety officers on site. There was a clinic in the camp with a medical worker for treating emergencies but when the injuries are big, it would require going to the hospital. All UNRA projects must have a clinic on site. M&E officer, UNRA

CoST Uganda will need to continue to engage with contractors and PEs to ensure that they adhere to the contractual requirements for safety including supervision of the workers to make it mandatory that weather friendly protective gear is used while working.

3.5.9 Grievance handling mechanisms on sites

From interviews with site workers and road engineers in PEs, it was revealed that all sites on major projects must have committees for handling grievances between workers themselves and community members. The contractors on the Jinja New Nile Bridge were said to have a public relations officer for handling workers and citizen' grievances. This is good practice and should be encouraged and maintained on all infrastructure projects.

On the project sites, we normally have Grievance handling committees comprised of people from the affected communities who then liaise with UNRA to ensure the grievances are amicably settled. M&E Officer, UNRA

3.5.10 Gender considerations

Jinja Bridge site was observed with women among workers on site. From interviews with citizens and other community members/leaders, it was revealed that gender considerations were always taken into account. Interviews with government officials also revealed that gender issues were policy matters but only needed enforcement on construction sites to reduce gender discrimination. This is a good practice and should be encouraged on all infrastructure project sites.

3.5.11 Emphasis on the Infrastructure Data Standard

The standard is good for ensuring that the citizens' access information on projects and in the long-run, the practice promotes professionalism, transparency and accountability in the construction sector. This is good practice for better service delivery and promotes access to information, should be institutionalized for ease of use by all PEs

Now the interest of all these people is good service delivery to the people. CoST aims at enhancing Transparency and value for money in infrastructure projects and ensuring that citizens have access to information. It is all about serving the people better. (Minister of State for Works, MoWT).

3.5.12 Emphasis on Citizens' Engagements

Citizens are the ultimate end users of all infrastructure projects and prioritizing their needs and concerns is fundamental to the success of every project. Community engagement results in cordial relations between project implementers and the citizens. So, CoST approach that emphasizes the relevance of citizen engagement is a good practice that needs to be streamlined in all government projects. This was also emphasized by a respondent during the study in Jinja thus;

I think the first thing is to bridge the gap in terms of communication. Involve the local stakeholders, the end users, the locals, those who stay within those localities, you know those people can make them fail or make the road a success. They can make it a success or make it a failure. Those are the end users. So that mediums of communication, much as there may be those high level meetings and engagements can take place, they need to come down as well. (Area Manager Busoga Trust)

3.5.13 Non-partisan and Non-political

CoST being an independent player with no political interests, results in a certain level of acceptability. It does not create collision between government who are the implementers of all public infrastructure projects and the CoST initiative. It was even revealed during the study that

the success of CoST depends on the political good will of the government and that its neutrality was its strength. This should be maintained.

.... It [CoST] will succeed. The good thing about CoST, they tell you why you should adopt a certain strategy and they tell you the benefits. So their approach is a good one. Even that's how we have been accommodating them here. (Wakiso District)

3.5.14 Openness

CoST approach aims at building Trust among the stakeholders that is important for lasting results and improved service delivery. CoST's approach creates an environment for free engagements and information sharing. This reduces pressure on the stakeholders as free access to information makes accountability easy. This too should be maintained and some stakeholders appreciated this approach during the study.

When CoST comes, they put things on the table and say: gentlemen, these are the issues. For us we are very happy because it reduces on the audit queries. They come and help us, like they organize a Baraza, like in Makindye Sabagabo, the Wanainchi (citizens) came, they appreciated the project, they were clapping, even the "wazungus" (whites, the CoST International Board chair) who came from London was very happy about the approach. Even the leadership, both political and technical. ...And we are doing similar engagements learning from CoST. CAO Wakiso.

3.5.15 Multi-Stakeholder Working

CoST approach of encouraging Multi-Stakeholder working helps in tapping synergies and strengthens information sharing for improved performance. The local leaders in the study areas were very appreciative of the CoST approach arguing that the kind of working reduces work stress for project implementers. CoST should maintain and sell this to other stakeholders in other public sectors.

It (CoST) creates awareness and reduces for you stresses to explain. Sometimes someone like a political leader, a mayor may spread a rumor that there is money for compensation but someone will stand and say Wakiso does not have money to give us. District Engineer, Wakiso

3.5.16 Capacity Building for Stakeholders

From the interactions with different stakeholders during the study, CoST was appreciated as having built the capacities of its partners to realize where things were not being done well and supported them to improve especially regarding Transparency and Accountability in infrastructure sector. CoST engagements with the stakeholders in the infrastructure sector have introduced new methods of information sharing for improved transparency and accountability. It has helped these stakeholders to realize where things have not been done well and moved fast to address the gaps. During the survey, a number of key informants alluded to this as noted in the following statements;

So I see CoST more than an enabler and because of that, it is very difficult to find someone fighting CoST. Apart from the watch dogs who are doing the wrong things. So, I like what they are doing and I think they have a rich international experience, which gives them a lot of credibility; but I think that they can scale up their work in Uganda. (Interview with a UNDP representative).

3.6 Feedback on Recommendations made by CoST Procurement Entities

One of the objectives of this survey was to collect feedback from major procurement entities on recommendations made by CoST in her scoping study and first assurance reports carried out and disseminated in 2017. From these reports, a number of recommendations were made. The specific recommendations touched a number of areas in infrastructure service delivery including among others proactive disclosure of contract information, the need for citizen engagement, gender considerations, traffic management, health and safety, wider service quality issues including the need for testing of construction materials etc.

An analysis of the extent to which the recommendations were adhered to by the targeted procurement entities (e.g. KCCA, Wakiso Local Government, and the MSG) indicates a great extent of adherence, with specific actions taken in response to the recommendations. Some recommendations received 100% acceptance and implementation from the entities they targeted while other recommendations were yet to be acted upon by the different entities they targeted (see table in annex 1)

More than ninety percent (92.3%; 36 out of 39) of the recommendations made by CoST to Kampala Capital City Authority (KCCA) had been acted upon. Interviews with KCCA also expressed their appreciation of the assurance processes that CoST undertakes. However, there was still some tendency by the officers interviewed to conceive CoST as playing an audit function through assurance rather than facilitating stakeholder engagement over infrastructure transparency. They argued that other institutions such as the Auditor-General, the KCCA Public Accounts Committee the internal auditors and others were actually also carrying out related activities. This observation suggests the need to continue to engage with PEs on CoST approach.

Feedback from the Uganda National Roads authority as reflected in the table in Annex 1 also indicates a good response. Thirty four out of thirty seven (34/37) (92%) recommendations made to UNRA had been acted upon. It was also found out during the survey that UNRA was reviewing its scope of disclosure of information on different infrastructure projects. UNRA also indicated they had established structures that undertake tasks related to assurance on

infrastructure projects but maintained that they had a lot to learn from CoST approaches as well as providing room for CoST to conduct Assurance.

Both KCCA and UNRA indicated reluctance to display information related to project costs. Main fear was related to the obvious possibility that there are always variations in prices due to a number of reasons, and that the public may not easily understand why there are variations. They thus prefer to give information as and when such information is requested.

Nearly all (94%; *33 out of 37*) of the recommendations made to Wakiso district Local Government had been acted upon. The recommendation to relocate residents at Rufuka swamp could not be acted upon because it was out of the mandate of district to relocate citizens. The other recommendation was about putting in place standardized, user friendly electronic formats for data storage which was not yet done. Also, the need to put in place legal and policy frameworks to incorporate the Infrastructure Data Standard per project phase was also not fully acted upon but the Works Committee indicated presenting a proposed ordinance on the adoption of CoST approach to the district council; data have been displayed on office notice boards but no legal framework to enforce disclosure despite plans to strengthen the district website. Ten (10) recommendations were made by CoST targeting the multi-Sector Working group. The survey found out that all (100%) of the recommendations that were made by CoST have been adhered to (see table in Annex 1).

4. SUMMARY OF KEY FINDINGS AND CONCLUSIONS

4.1 SUMMARY OF THE KEY FINDINGS

This survey was primarily set out to (i) identify needs and concerns of citizens regarding infrastructure transparency and accountability, and (ii) collect feedback from major procurement entities on recommendations made to them by CoST based on a scoping study and the first assurance report. The study found a low level of information disclosure to enable citizens participate in the processes of infrastructure services delivery; most citizens were not aware of their right to information and where to get it in case they needed it, while others never bothered reading the disclosed information. Infrastructure data largely remains a privilege for the PEs and some staff from the PEs still had a negative attitude towards availing key information on infrastructure projects to the local citizens claiming that they had limited knowledge to understand and use it. There were reported cases of confidentiality clauses in information sharing especially regarding technical information, but even then, non-confidential information was not disclosed. The signage especially on the roads was poor except at the New Nile Bridge. There is still a problem with people stealing signage materials largely due to poor community engagement over infrastructure projects. Most citizens were not aware of the procurement processes of the infrastructure projects whether centrally or locally procured projects. This, in addition to poor information disclosure that partly explained why most of the citizens expressed dissatisfaction with infrastructure projects in their localities, other factors being issues related to assessment and compensation, quality assurance, unclear and and/weak employment terms for the locals. The study revealed that infrastructure projects in Uganda still need to be monitored for quality to be realised following contractual agreements. This study in particular noted that citizens in Jinja, Makindye Sabagabo in Wakiso had rioted over quality of works, and in Gulu, the citizens even went to court protesting poor quality and unexplained delay of works. It was found out that in all major infrastructure projects, the contractors and consultants were conducting the sample tests differently although it became fascinating to learn both the consultants and the contractors could do the tests in same camp, a practice that was likely to compromise quality.

Regarding health and safety of environment, the study found out that the safety of workers on site was fairly handled. Safety officers existed on some of the construction sites and the workers had basic protective gear for work. Contractors were obliged to have health clinics with qualified health workers on site for minor injuries and first Aid. They were also required to ensure that bigger injuries are handled by more equipped health units or hospitals.

The CoST approach to enhancing transparency and accountability in infrastructure services delivery is no doubt highly appreciated by stakeholders unlike its early stages of engagement where some stakeholders feared it was one of the ‘noisy’ CSOs they were familiar with. This survey established that CoST is increasingly being appreciated by stakeholders in the public

Infrastructure sector particularly those that have engaged with CoST, Wakiso district local government being the most appreciative entity. Some including donors and high ranking government officials feel that the best way is to integrate such good practices into contractual arrangements.

A number of recommendations were made to procurement entities through the scoping study and the assurance processes led by CoST. An analysis of the extent to which the recommendations were adhered to by the targeted procurement entities (e.g. KCCA, MoWT, and Wakiso Local Government) indicates varying levels of adherence. Some recommendations received one hundred percent acceptance and implementation while others such as information disclosure on project site, and timely updates on project progress to stakeholders particularly the communities around infrastructure projects received minimal attention.

4.2 RECOMMENDATIONS AND CRUCIAL ENGAGEMENT POINTS FOR CoST

4.2.1 Regular and Frequent Engagements with the Stakeholders Including Community

Both citizens and leaders were eager to embrace the CoST approach but suggested that CoST engagements should be regular and more frequent so that Transparency and Accountability once embraced should be sustainable. They reported that once the engagements are not frequent, it was likely that people would later revert to their old systems of holding data without sharing it with citizens.

*If people at grassroots are involved and government workers warned on the dangers of concealing information and resource mismanagement everything will be ok. **KII, Jinja District***

*CoST has a challenge. It comes and then disappears and the fact that CoST is not a consistent player allows dust to gain on some of the things that would be moving forward. There is therefore need for more and regular engagements than a one off engagement because the Ministry has so many things to do. So one is likely to forget CoST if there are no regular engagements. CoST should keep reminding the stakeholders on key issues of importance.... **(Minister of State for Works, MoWT)***

The findings also emphasize the importance of Barazas as essential forums in enhancing community participation and a sense of ownership of public infrastructure projects. CoST Uganda will indeed find this approach an important part of their work with stakeholders.

It was recommended that CoST continuously engages the media to build their capacity to look for information on infrastructure projects, interpret and share such information with the citizens.

The trainings should also include awareness on policies and laws governing information disclosure and access to information rights.

4.2.2 Formalizing CoST Working Relations with Partners

Through the information received and observations made during the study, CoST does not have formal working relations with any government Ministry, agency or department. This gap has left the current engagements and agreements less/not binding and fragile. For example, some respondents said they were not obliged to put into action recommendations made by CoST arguing that they did not have any MOUs between them and CoST, or any formal obligation to address issues raised by CoST.

We don't have an MOU with them (CoST) but they can do assurance. We are reviewing all the pros and cons of giving all the information. **KII, with UNRA officers**

... There is no enabling place and this office is not obliged to address issues raised by CoST because we have many accountability centres. **Director Engineering and Technical Services KCCA**

4.2.3 Engagements with Other Similar Initiatives Involved in the Infrastructure Sector

It was recommended that CoST should strengthen working partnerships with likeminded CSOs especially at district and regional level so that the later could champion the implementation of CoST work in their communities. It was also suggested that CoST should invest in empowering capacity of local authorities by identifying and training staff who could not only directly observe compliance to CoST principles in the implementation of local projects but also help in training others (Trainer of Trainers) thereby mainstreaming and institutionalizing transparency approaches across the country. The survey findings commend the efforts of CoST to train District Integrity Promotional Forums together with the Office of the President, Directorate for Ethics and Integrity (DEI). This was believed to enable CoST extend her coverage within a short time and reduced constraints. See following quote:

With limited capacity in terms of funding and staff, there is a need to establish working partnerships with local authorities/governments, like-minded CSOs so that they can champion CoST activities in their communities and identify/train their staff to become TOTs. **KII with DFID Staff**

4.2.4 Making Follow-Ups on Observed Issues and Commitments Made By Partners in the Infrastructure Sector

It was observed that CoST should continuously follow up the commitments that arose from the recommendations of the scoping study and the 1st assurance exercise to find out steps being taken to address the gaps that had been identified.

CoST should keep reminding the stakeholders on key issues of importance. Most of the Ministry's data is public data and not security-related to be hidden. If a road is going to be constructed, you should be aware of the parameters you have used to cost it, the considerations taken into account. After execution, there should be value for money to the public as initially plannedI would be happy if CoST became more visible and active. Even if it is one or two people. What matters is a contact person. **Minister of state for works; MoWT**

4.2.5 The MSG need to step up the advocacy

The MSG members should have well defined roles and targets for increased advocacy. Their existence and influence need to be felt in the sector right from the inception and planning phases of projects through the assurance exercises. They need to support CoST staff to ensure more CoST visibility among the partners and public as well ensuring that public sector institutions appreciate the role of non-state actors in the delivery of public infrastructure projects. See following quote.

.....within this Multi-Stakeholder approach, you need to have clearly defined roles. And you need to make the stakeholders, especially the public sector institutions to try to appreciate the role of the non-state actors. Senior Ethics Officer – Directorate of Ethics and Integrity.

4.2.6 Recommendations for Government

- Government through Cabinet and Parliament should put in place a policy provision (Formal Disclosure Requirement) to enable disclosure of project and contract information as part of the contracting process. Proactive disclosure (40 data points in the CoST IDS) should be disclosed on Procurement entities websites, the Government Procurement Portal and other platforms including project site information walls and other educative messages such as for health and safety. Measures should be put in place to protect citizens' rights to access basic user friendly information and sanctions for noncompliance with set disclosure frameworks should be attached and effected whenever necessary.

- The Office of the Prime Minister (OPM) should work with key stakeholders in citizen engagement and awareness raising and access to information on existing infrastructure developments in the country. For instance, OPM should formalize a working relationship with CoST on strengthening the Baraza/community awareness platforms using the CoST methodology of infrastructure transparency Barazas which has informed citizen participation and right of way for infrastructure projects in Wakiso district local government.
- Government through Parliament and the line ministries/agencies should put in place measures for Information Management Systems for each Procurement Entity; PEs should develop internal user friendly data management and retrieval systems in addition to open data storage mechanisms for internal decision making and public consumption of the required proactive project information. This should be accompanied by a deliberate and systematic strategy by government to reduce the cost of internet while ensuring that internet coverage is expanded.
- Government through Parliament should strengthen the monitoring and supervisory functions of the oversight bodies such as the Directorate for Ethics and Integrity (host of the Inter Agency Forum) Inspectorate of Government, Uganda Police Forces and the Office of the Auditor General to inform joint monitoring and supervision of the work of these agencies to take action on concerns related to mismanagement, citizen participation, inefficiency and delays in the delivery of infrastructure projects which presents risks to corruption.
- Government through Parliament should strengthen the role of the Office of the Auditor General to oversee levels of PE disclosure and compliance with disclosure standards at national and international level by; introducing a disclosure indicator for infrastructure projects as part of the indicators under the Auditor General's Audits. The same should also apply to Procurement Audits done by PPDA.
- The policy guidelines for all sector classifications have not been reviewed for some years, and thus have no provisions for how much and what information should be disclosed by PEs; Government should put in place a mechanism through Ministry of Works and Transport to review sector guidelines to new national settings and international standards.
- The Ministry of Works and Transport by law plays a role of overseeing the development of public infrastructure by setting standards, guidelines and procedure for infrastructure projects in Uganda. The same Ministry is mandated to oversee by supervising all infrastructure projects in the country, atleast each District Local Government should have a representative from the Ministry to support his function; by this therefore, Government through Parliament should cause the provision of supervisory services of all infrastructure developments in the

country up to the local level as well as increase the supervisory budget for the Ministry of Works to inform this function.

4.2.7 Recommendations to Contractors

- Closely work with beneficiary communities and local leaders to increase participation and ease engagements such as for employment of locals, safety of workers and security of construction materials.
- Embrace disclosure of infrastructure data as a norm and ensure constant updates to the citizens on status of projects implementation. This will build citizens trust and improve on the relations with the contractors in order to reduce the negative actions from community members.

ANNEX 1: SUMMARY OF FEEDBACK (ACTIONS TAKEN) ON COST RECOMMENDATIONS BY TARGETED PROCUREMENT ENTITY

KAMPALA CAPITAL CITY AUTHORITY (KCCA)			
No.	Recommendation Made by CoST	Adherence to recommendation by Survey time	Action(s) Taken
1	Ensure effective management and sharing of infrastructure data/information	✓	Sharing of infrastructure data/information is being embedded in all contracts.
2	Put in place first Aid facilities on site with a trained medical worker for workers' health and safety.	✓	KCCA always sets up clinics on active construction sites to take care of minor injuries. Major injuries are referred to contracted health units that are bigger.
3	Put the warning signs, site regulations, sensitization messages in both local and international languages to enable local people understand the messages displayed.	✓	Displayed on site but written only in English due to the cosmopolitan nature of Kampala.
4	Ensure citizens' right to information and public participation in infrastructure projects is adhered to.	✓	Data uploaded on websites. Shared in community meetings conducted for consultation and sensitization
5	Put in place legal and policy frameworks to incorporate infrastructure data standards per project phase	✓	Opened official website (user.com) and social media links and a toll free line for queries
6	Enhance better understanding and appreciation of disclosure requirements for public infrastructure projects by staff	✓	Staffs encouraged to use the official website in disclosing data.
7	Put in place standardized, user friendly electronic formats for data storage	✓	Opened Official website www.user.ug and social media links in place, some data points of CoST IDS are incorporated.
8	Enforce the existing disclosure requirements on infrastructure projects.	✓	Community meetings held, toll free telephone lines opened and LCs empowered to handle or report grievances on some project sites.

9	Ensure effective management and sharing of infrastructure data/information	✓	Data stored on KCCA website and social media links.
10	Ensure the contractor and consultant use different laboratories to test samples and materials	✓	Used different laboratories but in same camps.
11	Ensure enhanced adherence to quality assurance and quality control by the contractors and consultants on site	✓	Held regular meetings with the contractors and consultants both on site to address emerging issues and in board room for planning purposes.
12	Strengthen the Disclosure of crucial reactive and proactive project information	✓	Data uploaded on the Website but information considered sensitive not disclosed on public platforms (only disclosed on request).
13	Provide communities with timely updates and ensure they are engaged and sensitized on the benefits of the projects to them	✓	Regular community meetings conducted, major projects always launched and commissioned publically, toll free line (0800990000), SMS code (7010) for information exchange with citizens, clinic staff on site conducted outreach services to sensitize communities on social issues, website and social media links opened
14	Ensure gender considerations in project implementation	✓	Always encouraged contractors to embrace gender considerations but with no powers to force them on this.
15	Adhere to Procedures for addressing project variations	✓	All project variations approved by KCCA before implementation.
16	Ensure Work methods and workmanship for contractors are improved to international engineering best practices	✓	Technical teams hired to supervise works in liaison with project engineers and the Internal Audit teams monitor the projects.
17	Ensure there is a working partnership with CoST to enhance Transparency in infrastructure projects	✓	No official MOU with CoST but have been engage in CoST activities. KCCA has an MOU with a similar arrangement called ACCU.
18	Build the capacity of relevant stakeholders to ensure that they play informed roles in open contracting processes	✓	Communities were sensitized on how to report challenges with workers on sites and report any other irregularities observed.
19	Provide additional relevant information on the different public platforms used to disburse information especially proactively disclosed	✓	Opened up special website, social media links and toll free lines (but not all data was being uploaded on these platforms)

	information.		
20	Disclose separately prices for both works contracts and services consultancies where both are needed.	✓	Disclosed separately but only accessible on websites and in offices on request
21	Always communicate a summary of the environmental and social aspects where these reports have been made.	X	Available in offices at request (<i>You can't upload everything on your server. Otherwise things would become too slow</i>)
22	Always disclose the land and settlement impact assessments.	✓	Uploaded on the Website and social media
23	Always disclose the procurement process used for the selection of the works contract and the services contract for transparency purposes.	✓	Uploaded on the website and published in the daily newspapers. Closely monitored by PPDA
24	Always ensure easy access to tender documents to make it easy to establish the number of firms that tender for projects.	✓	Project tender and appraisal documents uploaded on website and available in offices
25	Always disclose the cost of hiring a consultant to make it clear if the project cost is inclusive of consultancy fees.	✓	Can only be reactively disclosed but available on the official website.
26	Always disclose the project physical and financial progresses to enhance transparency throughout project stages.	✓	Can only be reactively disclosed but available on the website.
27	Enhanced adherence to quality assurance and quality control by the contractors and consultants on site	✓	Used different laboratories for sample and material testing, conducted regular site and boardroom meetings, Audited by the Auditor general and KCCA PAC
28	Put in place conducive policies to address compensation challenges	X	Embarked on the approach of engaging the PAPs to freely donate land. Where they refused, they were compensated.
29	Ensure Contractors keep updated schedules to allow for accurate tracking of progress in real time	✓	Embedded in contracts
30	Ensure there is an Interim/Formal Disclosure Requirement (FDR) between CoST and KCCA.	X	No binding formal partnership with CoST
31	Disclose to the public: contract type, titles, status and scope of works for both the contractor and supervising consultant to help in determining the obligations and restrictions within which the	✓	Disclosed on website

	contractor and consultant are expected to operate.		
32	Disclose the consultant's challenges during project implementation to establish whether the contractor and consultant's contract was running smoothly as expected or not or in a bid to appreciate their efforts in executing their mandated tasks, but also for the stakeholders to identify how to support them in bettering the project.	✓	Conducted regular meetings both on site and in boardroom with the contractors and consultants
33	Disclose the projects M&E mechanisms to enable alignment of the projects objectives with the goals.	✓	Had a results framework with indicators for monitoring and reporting.
34	Task the project road maintenance department to do frequent de-silting of the drainage channels of the just rehabilitated roads in order to allow the roads provide the functions as expected.	✓	Done very frequently by the public health and environment department
35	Ensure that land acquisition for the project is done fully to avoid delays in the project duration and change of scope.	✓	Land and right of way acquired through compensation or consent by the PAPs (free land donations)
36	Ensure that proper planning and design review are done before assigning the project to the contractor to reduce costs and extensions.	✓	By design, the consultant reviews the designs three months before project commencement
37	Ensure regular provision of technical advices by Project teams to the contractor and consultants in order to avoid delays.	✓	Regular joint meetings on site and in the board room conducted between contractors and consultants to share experiences and challenges.
38	Disclose the project workers health and safety to establish a platform for the staff offering their services to the project for workers to ably identify where to get help in-case of urgency	✓	Formed a tripartite team (health and safety committee, consultant and contractor) to address the health and safety issues of site workers. Tool box meetings were conducted, and Clinics with health workers were always on site
39	Advise contractors to provide water for workers at site to reduce unnecessary movements and stoppage of works.	✓	Water provided on all active sites at specific locations. Arrangements also made to ensure workers have access to

			toilet facilities
UGANDA NATIONAL ROADS AUTHORITY			
No.	Recommendation Made by CoST	Adherence by Survey time	Action(s) Taken
1	Ensure proper traffic management (caution signs and lights, traffic guides and fulltime safety officers) to prevent accidents on site.	✓	Embedded in contracts
2	Ensure embankment materials protection is maintained to avoid soil erosion during heavy storms (New Nile bridge).	✓	A mechanism was put in place to avoid the debris contaminating the river water and embankments were well protected with mesh.
3	Put in place first Aid facilities on site with a trained medical worker for workers health and safety.	✓	Clinic with a medical worker was on site for minor injuries and major injuries were referred to Jinja town
4	Put the warning signs, site regulations, sensitization messages in both local and international languages to enable local people understand the messages displayed.	✓	Sign posts were on site with some messages in English, Kiswahili and Lusoga
5	Engage MoWT to revise guidelines on project signboard information for proactive disclosure as per CoST IDS.	X	Consulted only for planning purposes.
6	Ensure citizens' right to information and public participation in infrastructure projects	✓	Conducted regular engagements by PCAs (Public Community Affairs) and Client care officers who sometimes stay on sites to handle community complaints, established Grievance handling mechanisms on site (PR officer).
7	Put in place legal and policy frameworks to incorporate infrastructure data standards per project phase	✓	Uploaded on website and social media links, put in place a toll free line for citizen reporting. Established committees and an internal audit to ensure the standards were met.
8	Enhance better understanding and appreciation of disclosure requirements for public infrastructure projects	✓	Established an information office for information disclosure.
9	Put in place standardized, user friendly	✓	Official website and social media links in place

	electronic formats for data storage		
10	Enforce the existing disclosure requirements on infrastructure projects.	✓	Established a “call centre” in Kyambogo with full time staff to collect data, upload it on website and respond to queries from the citizens.
11	Ensure effective management and sharing of infrastructure data/information	✓	Established a “call centre” in Kyambogo
12	Ensure the contractor and consultant use different laboratories to test samples and materials	✓	Tests done using different laboratories in same camp
13	Ensure enhanced adherence to quality assurance and quality control by the contractors and consultants on site	✓	Consultants, project managers and engineers always on site to ensure quality control and standards.
14	Provide communities with timely updates and ensure they are engaged and sensitized on the benefits of the projects to them	✓	Community engagements were conducted by PCAs and Client care officers, had Grievance handling committees on site, health workers offered outreach services to sensitize the citizens on various issues.
15	Ensure gender considerations in project implementation	✓	Nominated service providers to advance issues of gender on all project sites and encouraged contractors to do so, but had no mandates to dictate to on the numbers to employ.
16	Adhere to Procedures for addressing project variations	✓	Deviations justified first, forwarded to consultant who upon conviction forward request to the project manager and management, then to the contracts committee for approval or rejection.
17	Ensure Work methods and workmanship for contractors are improved to international engineering best practices	✓	Technical teams and project engineers supervise works, internal Audit team monitor projects.
18	Ensure adequate supervision and monitoring at national and regional/district levels	✓	Technical teams and project engineers supervise works, internal Audit team monitor projects.
19	Ensure there is a working partnership with CoST to enhance Transparency in infrastructure projects	✓	UNRA was reviewing pros and cons of full disclosure. Had a full department for data disclosure, had internal assurance mechanisms, internal audit and M&E departments but CoST free to do assurance on UNRA projects.

20	Build the capacity of relevant stakeholders to ensure that they play informed roles in open contracting processes.	✓	Client care officers and PCAs conducted open discussions with stakeholders and other citizen engagements
21	Provide additional relevant information on the different public platforms used to disburse information especially proactively disclosed information.	✓	Opened up website, social media links and toll free lines for information sharing
22	Disclose separately prices for both works contracts and services consultancies where both are needed.	✓	Disclosed separately on websites
23	Always communicate a summary of the environmental and social aspects where these reports have been made.	✓	Uploaded on the Website
24	Always disclose the land and settlement impact assessments.	✓	Uploaded on the Website and social media
24	Always disclose the procurement process used for the selection of the works contract and the services contract for transparency purposes.	✓	Uploaded on the website and closely monitored by accountability agencies.
25	Always ensure easy access to tender documents to make it easy to establish the number of firms that tender for projects.	✓	Documents uploaded on website and can easily be obtained from offices on request
26	Always disclose the cost of hiring a consultant to make it clear if the project cost is inclusive of consultancy fees.	X	Can only be reactively disclosed.
27	Always disclose the project physical and financial progresses to enhance transparency throughout project stages.	X	Can only be reactively disclosed but available on the official website.
28	Enhanced adherence to quality assurance and control by the contractors and consultants on	✓	Strengthened supervision by consultants, coordinators and engineers

	site		
29	Put in place conducive policies to address compensation challenges	✓	Developed approach of engaging PAPs to freely donate land but where they refused, they were compensated.
30	Ensure Contractors keep updated schedules to allow for accurate tracking of progress in real time	✓	Embedded in all contracts
31	Disclose to the public: contract type, titles, status and scope of works for both the contractor and supervising consultant to help in determining the obligations and restrictions within which the contractor and consultant are expected to operate.	✓	Disclosed but only posted on website
32	Disclose the projects M&E mechanisms to enable alignment of the projects objectives with the goals.	✓	Had a fully-fledged M&E department for this work
33	Ensure that land acquisition for the project is done fully to avoid delays in the project duration and change of scope.	✓	Funds for land acquisition for all projects kept in one pool to avoid project delays due to lack of funds. Had an in-house land acquisition unit to handle all compensation issues.
34	Ensure that proper planning and design reviews are done before assigning the project to the contractor to reduce costs and extensions.	✓	Always embedded in contracts
35	Ensure regular provision of technical advices by Project teams to the contractor and consultants in order to avoid delays.	✓	Conducted regular joint meetings on site (to address the issues as there arise) and in the board room (for planning).
36	Disclose the project workers health and safety platforms for the staff offering their services	✓	Always had a clinic on site camp and a fairly bigger health unit off camp for major injuries. All sites always had safety

	to the project for workers to ably identify where to get help in-case of urgency		officers
37	Advise contractors to provide water for workers at site to reduce unnecessary movements and stoppage of works.	✓	Contractual but implemented according to avenues available to the contractors
WAKISO DISTRICT LOCAL GOVERNMENT			
No.	Recommendation Made by CoST	Adherence by Survey time	Action(s) Taken
1	Ensure proper traffic management (caution signs and lights, traffic guides and fulltime safety officers) to prevent accidents on site.	✓	Contractual as best construction practices
2	Put in place first Aid facilities on site with a trained medical worker for workers health and safety.	✓	Embedded in contracts for major projects
3	Put the warning signs, site regulations, sensitization messages in both local and international languages to enable local people understand the messages displayed.	✓	Road signs in place but written in English only due to the cosmopolitan nature of the district.
4	Ensure citizens' right to information and public participation in infrastructure projects	✓	Some information displayed on active sites and on office notice boards at district and division offices.
5	Put in place legal and policy frameworks to incorporate infrastructure data standards per project phase	X	Data displayed on office notice boards but no legal framework to enforce disclosure. Planning to open a district website
6	Put in place standardized, user friendly electronic formats for data storage	X	No website yet but district planning for it.
7	Enforce the existing disclosure requirements on infrastructure projects.	✓	Ensured that information was displayed on office notice boards and active sites
8	Ensure effective management and sharing of infrastructure data/information	✓	Some information periodically displayed on district public notice boards
9	Ensure the contractor and consultant use	✓	Always used different laboratories but in same camp.

	different laboratories to test samples and materials		
10	Ensure enhanced adherence to quality assurance and quality control by the contractors and consultants on site	✓	The district engineer, the CAO and the works committee regularly monitor the projects under construction.
11	Strengthen the Disclosure of crucial reactive and proactive project information	✓	Ensured that the information was shared with stakeholders who wanted access
12	Provide communities with timely updates and ensure they are engaged and sensitized on the benefits of the projects to them	✓	Conducted regular Community dialogue meetings and site visits especially by the politicians.
13	Ensure gender considerations in project implementation	✓	Considered especially in awarding local contracts for routine maintenance of community access roads (slashing).
14	Adhere to Procedures for addressing project variations		Project variations always referred to the contracts committee for considerations and approvals.
15	Ensure Work methods and workmanship for contractors are improved to international engineering best practices	✓	District engineer and works committee regularly supervised site works.
16	Ensure adequate supervision and monitoring at district level	✓	Engaged three levels of supervision and monitoring namely the Works Department, politicians- after every two months and multi sectoral monitoring.
17	Ensure there is a working partnership with CoST to enhance Transparency in infrastructure projects	✓	Very close working relationship but not formal
18	Build the capacity of relevant stakeholders to ensure that they play informed roles in open contracting processes	✓	Community members were engaged especially on land acquisition processes and accessing contracts community access roads for routine maintenance
19	Provide additional relevant information on the different public platforms used to disburse information especially proactively disclosed	✓	Used Barazas to exchange information with the citizens and other key stakeholders.

	information.		
20	Disclose separately prices for both works contracts and services consultancies where both are needed.	✓	Disclosed separately but can only be accessed upon request from the district technical staff
21	Always communicate a summary of the environmental and social aspects where these reports have been made.	✓	Kept in the district central registry and in technical departments but not easily accessible to the public.
22	Always disclose the land and settlement impact assessments.	✓	Kept in the district central registry and in technical departments but not easily accessible to the public.
23	Always disclose the procurement process used for the selection of the works contract and the services contract for transparency purposes.	✓	Published in daily newspapers and displayed on office notice boards, public always invited to witness bid opening and contract awarding.
24	Always ensure easy access to tender documents to make it easy to establish the number of firms that tender for projects.	✓	Stored in district central registry for easy access but on request.
25	Always disclose the project physical and financial progresses to enhance transparency throughout project stages.	✓	Available in district central registry and technical department offices and can be reactively disclosed upon request from district engineers and technical departments staff
26	Enhanced adherence to quality assurance and quality control by the contractors and consultants on site	✓	Conducted regular site visits by the district engineers and the works committee.
27	Put in place conducive policies to address compensation challenges	✓	Embarked on the approach of engaging the PAPs to donate land because district had no budget for this. Where they refused, projects were halted.
28	Ensure Contractors keep updated schedules to allow for accurate tracking of progress in real time	✓	Embedded in contracts

29	Disclose to the public: contract type, titles, status and scope of works for both the contractor and supervising consultant to help in determining the obligations and restrictions within which the contractor and consultant are expected to operate.	✓	Partly displayed on sites and the rest available on request from technical departments
30	Disclose the projects M&E mechanisms to enable alignment of the projects objectives with the goals.	✓	The works committee did regular M&E visits and shared findings in meetings.
31	Lobby government for more funding for community access roads.	✓	Done and district was getting three times more than before.
32	Always conduct studies and prepare designs for sub projects to be implemented in future (for projects that may require this arrangement)	✓	Studies always done by consultants on the ground and submitted to relevant district departments for consideration
33	Relocation of residents at Rufuka swamp	X	District had no mandate to relocate citizens. Makindye municipality to handle the matter.
34	Removing of a house at Namasuba	✓	Engaged the community, municipality leaders and the house owner and it was removed
35	Work on water channel at Kiridui point (though out of project contract)	✓	To work on a few meters to avoid the back flow of water. Channel connectivity of the channel to Busabala side left for municipality
36	Adhere to PPDA and Solicitor general's advices	✓	All PPDA guidelines strictly followed.
CoST/MULTI SECTOR WORKING GROUP			

No.	Recommendation Made by CoST	Adherence by Survey time	Action(s) Taken
1	Follow up to ensure Inconsistent laws such as the official secrets Act 1964 is amended	✓	Proposals for the amendment of PPDA Act to strengthen disclosure have been made, and the principles approved by cabinet.
2	CoST should continue to create more working relations with key stakeholders mapped and map other relevant reforms and processes that influence its work.	✓	Visited five more districts and opened working relations. Also the office of the president visited 13 districts on same CoST working methods.
3	CoST information should be linked with local community engagement and project monitoring in order to improve governance and performance in the infrastructure sector.	✓	Developed online data system (Budesh.ug) linked to government portal, developed tools and training manuals, Conducted public community dialogues (Barazas) (using existing structures) in 2016, conducted media engagements, and developed a module to train journalists on public contracting.
4	CoST should continue to engage top political leadership (e.g. the president, PM, Judges, Speaker, ministers, etc.) to appreciate the features of Disclosure, Transparency and Multi stakeholder working	✓	Continued with awareness raising, confidence building to understand the value of CoST and with time, the approach should be a culture, government has started preparing engagements and inviting CoST for technical support.
5	There is need for continuous Engagement of procurement entities to streamline CoST and infrastructure data standards	✓	Still specific to few entities due to lack of a systematic approach. Advocacy done but needs very long process which needed time for people to appreciate and build confidence to work together in an environment of trust AFIC/CoST has represented government among international donors to share with them open contracting experience in Uganda, AFIC wanted to support government to open a procurement portal.
6	Legalize CoST status so that it can sue and be sued (Sign MOUs)	✓	Not prioritized but working on influencing government legal framework that has a mandate of monitoring and auditing.
7	Boosting advocacy work especially by	✓	Conducted a baseline study to access information and public

	increasing research and evidence based advocacy.		participation and was boosting its resource base to do more.
8	Follow up to ensure the Government joins partnerships that completely or partially embrace open contracting (MSG)	✓	Engaged government agencies on open contracting (PPDA, KCCA, etc.)
9	Ensure that Government builds the capacities of CSOs (both in technical and governance skills) to ensure that all stakeholders play informed roles in the process (MSG)	✓	AFIC scaled up mainstreaming access to information through capacity building, promoting access to information, designing ICT materials for trainers/promoters. Planning for review of civic education curricula for school
10	Ensure that Government in partnership with CSOs creates awareness on existing legislation and laws that empower citizens to access/demand for information (MSG)	✓	Conducted 2 Assurance processes to ensure citizens have access to the right information, produced simplified data charts and distributed them to communities, AFIC working on the translation of access to information forms, simple leaflets with graphs instead of words to explain how to request for information.

ANNEX 2: LIST OF PARTICIPANTS FOR THE SURVEY

NO	NAME OF RESPONDENT	TITLE	INSTITUTION
1	Gen. Katumba Wamala	Minister of State for Works	Ministry of Works and Transport
2	Eng. Ronald Amanyire	Secretary, Road safety council	Ministry of Works and Transport
3	Kakonge Joseph	M&E Officer	UNRA
4	Asingwire Mark	M&E Officer	UNRA
5	Rutare Joan	M&E Officer	UNRA
6	Mburamuko Laban	Commissioner for Infrastructure	MoFEP
7	Kizza Sendi Smith	Quantity Surveyor, Planning Unit	MoEST
8	Turihohabwe Alex	MSG member	CoST MSG
9	Luke L. Lokuda	CAO	Wakiso District
10	Kitakule Nathan	PAS	Jinja District
11		CAO	Gulu District
12	Innocent Fred Ejolu	Team Leader, Institutional Effectiveness Program	UNDP
13	Adrian Green		DFID
14	Paul Turner	Regional Adviser, East Africa Infrastructure and Investment	DFID
15	Asera Florence	Vice LC V chair person	Jinja District
16	Bwanika Lwanga Mathew	LC V chairperson	Wakiso District
17	Nakalembe Prossy	District Information Officer	Wakiso District
18	Nalubwama Hajjala	District Information Officer	Jinja District
19	Ocen Peter Enock	District Information Officer	Gulu District
20	Namugga Sarah Kasule	Chairperson works committee	Wakiso District
21	Obol Justince Simpleman	Chairperson works committee	Gulu District
22	Maj David Matovu Akiiki	RDC	Wakiso District
23	Major Santos Okot Lapolo	RDC	Gulu District
24	Walusimbi Andrew	For DCDO	Jinja District
25		DCDO	Gulu District
26		CDO	Laroo sub county, Gulu District
27	Mawerere Peter	Ass Town Clerk	Central Division, Jinja District
28	Kasibante Livingstone	Town Clerk	Wakiso District
29		Town Clerk	Gulu District
30	Kirunda Mubarak	LC III	Jinja District
31	Mukalazi Fredson Kasiwukira	LC III	Wakiso Town council, Wakiso District
32	Lumbye Gerald	LC III	Makindye Sabagabo, Wakiso District
33		LC III	Laroo Division, Gulu District
34	Seki	News reporter/secretary for	Bukedde Newspaper/LC I,

		information	Namasuba village, Makindye Sabagabo; Wakiso District
35	Ofwono Wycliff	News reporter-NBS Radio/member municipal development forum	Jinja District
36	Okullo Patrick	News Reporter – Megha FM	Gulu District
37	Agaba David	Nation Media group	Kampala District
38	Hadijja Mulungi	Witness Radio	Kampala District
39	Joseph Olanyo	The Observer news paper	Kampala District
40	Stephen	The Vanguard	Kampala District
41	Muhumuza Edwin	Manager-Compliance	PPDA
42	Butono Paul	Deputy Head teacher/Administration	Busoga College Mwiri
43	Buyinza Sula	Ex-Population officer/current SAS, Buyende district	Jinja district
44	Angura Gabriel	Area manager	Busoga Trust
45	Eng. Kitaka Andrew	Director Engineering and Technical services	KCCA
46	Eng. Joel Wasswa	Manager, Lot 2	KCCA
47	Eng. Patrick Kaweesa	Manager Lot 4	KCCA
48	Tumwebaze Charles	Coordinator, KIIDP II	KCCA
49	Eng. Stephen Kibuuka	Project Engineer, KIIDP II	KCCA
50	Geofrey Okello	Executive Director	NGO Forum, Gulu district
51	Fred Nkuruho Tumwine	Director	URRENO
52	Akena Jackson	Local contractor/supplier	Gulu district
53	Oolajeko	Businessman	Gulu district
54	Dr. Oyat Christopher	Opinion leader/Expert Opinion	Gulu district (Gulu University)
55	Moses Bwiire	Director	Directorate of Ethics and Integrity.
56	Eng. Daniel Lokong	Member	UNABSEC
57	Martin Sendugwa	ED	AFIC
58	Arthur Oyako	Information officer	CoST Uganda chapter
59	Sarah Faguet	Programme Officer	AFIC

60	Eric Sempambo	Policy Advocacy Officer	PSFU
FGDs CONDUCTED			
NO	VILLAGE	SUB COUNTY	DISTRICT
1	Main street village	Central division	Jinja district
2	Naminya village, River Nile landing site	Njeru town council	Buikwe district
3	Namasuba village	Makindye Sabagabo	Wakiso district
4	Mpunga village	Wakiso town council	Wakiso district
5	Senior quarters village	Laroo division	Gulu Municipality
6	Highland village	Unyama	Gulu district
STRUCTURED INTERVIEWS			
	Wakiso District	22	Rural and Urban
	Junja District	20	Rural and Urban
	Gulu District	26	Rural and Urban
Total Structured interviews		68	