



Listening to Different Voices, Multi-Modal Planning

On a typical day Mr Ouma, a slum dweller in Nairobi, Kenya, walks 6km to get to the industrial area by 7.30 a.m, his journey time exacerbated by the need to drop his daughter at school. Together they cross a footbridge on a dangerous river which sweeps away several children each rainy season. Mr Mwangi, a Limuru rural dweller 30km away, rides his donkey cart to reach the river by 6 a.m where he collects water to supply the local hotel. Both Ouma and Mwangi must leave home two hours earlier than Ms Chota, an Executive Secretary at the World Bank Office. Ms Chota lives in the classy Lavington suburb and drives to work every morning.

With multi-modal planning, life could be better for all three. Ouma needs a better bridge, a school in the slum area or a cycle lane on Langata road to reduce his journey time. Even just a pedestrian walkway would make his journey safer. But while planning priorities are set by those who drive, the walk-over bridge for pedestrians will remain unfinished while the new dual carriageway gets built, vehicle speeds will increase and pedestrians crossing at ground level will be at greater risk.

Mwangi could do with a lighter cart, a healthier donkey and a better harness for his cart, but he remains unaware of the potential assistance he could receive from local NGOs. Although he did once receive a lesson from the Kenya Society for Protection and Care of Animals (KSPCA) when he was arrested for caning his work animals.

Ms Chota's biggest problem is the traffic jam on the Uhuru Highway which she uses to get to work. She is a nervous wreck in the jams and fears developing asthma from the pollution. She has views on how the jam could be eliminated but it is unlikely she would agree to leave her car at home and use the unreliable and dangerous public transport.

Better and participatory planning methods would allow Ouma, Mwangi and Chota to air their views regarding how to receive better service from government and non-government institutions assisting development in the transport sector. Maybe even Mwangi's wife, Jane, would get to explain her daily hell, ferrying vegetables to the market on a crowded Matatu (public transport van).

But are such days of multi-modal planning anywhere in sight, for Kenya or many other countries in the region? Will the livelihoods approach for poor-sensitive planning, adopted by organizations such as DFID, realise the transport dreams of Ouma, Mwangi or Chota?

Multi-modal planning will only come about if transport users and transport service providers get together with transport planners to air their views and have a chance for ownership of the arising decisions, policies and interventions. Planning needs to cut across institutional, industrial and user-situations as well as health, agricultural and other sector developments. Economic issues are key but so too are issues



Whose road is it anyway? Rajasthan, India

such as, the capacity and dependability of non-motorised and alternative energy vehicles, regard for affordable and independent service provision eg. bicycle lanes, awareness of the disparities between planning for transport efficiency in urban and rural areas, and the provision of government subsidy where necessary. Ultimately there will need to be mechanisms through which the voices of all stakeholders, including users such as Ouma, Choti & Mwangi, can be heard from the planning stages through to the implementation of improved transport services.

Contact: Pascal Kaumbutho, KENDAT
PO Box 61441
Nairobi
Kenya
Fax: +254 2 766 939
email: kendat@africaonline.co.ke

In this issue:

1. Multi-modal planning

2. Mega Roads project & Network Planning

3. IRAP, planning for the future, ILO IRAP Resources

4. News & resources: CSD9, Gender Workshop, New Video



PMGSY, the Grand Plan and the Missing Links

Hopes

In August 2000 a new era dawned on the horizon of India when the government launched a nationwide programme called Pradhan Mantri Gram Sadak Yojana (PMGSY), Prime Ministers Rural Roads Project. The ultimate objective of the plan is to connect through good all weather roads, all habitations with a population of more than 500 by the year 2007.

The vision of this mega plan for connectivity is to transform rural India, providing a critical link to progress by bridging the gap between urban India & rural Bharat. Upon completion of the scheme it is expected that 300 million people will have benefited, with 100 million crossing the poverty line.

The programme is to be implemented using suitable State Government departments as nodal agencies. The concerned District Rural Development Agencies (DRDAs) have been identified as channels for releasing central assistance, with a proposed overall investment of 600 billion rupees. An empowered committee has been constituted at the central level for the consideration of project proposals from state governments, with the Minister of Rural Development holding final authority.

Gaps

Such an unprecedented and highly ambitious planning scheme, involving vast quantities of public money, requires in depth scrutiny by those for whom it is implemented. A pragmatic analysis of the failures of previous mega schemes such as MNP, REGP, NREP & JRY, has identified that a lack of stakeholder participation is the crux of the problem. Stakeholders, including those at the grassroots levels such as Gramsabha (village committees), should be involved from the planning stages through to monitoring and evaluation.

In addition there are some fundamental gaps in the existing plan, such as the absence of a network planning approach in the preparation of District Road Plans, lack of coordination mechanisms at all levels, lack of proper monitoring strategies, and no maintenance component integrated into the project cost. Without these components the project is unlikely to yield the desired results.

Bridging the Gaps

With the sole purpose of initiating a dialogue among possible stakeholders about how to address these gaps and develop a fully refined policy framework for the implementation of this mega project. The Orissa Regional Forum (ORFRD) is in the process of organizing an international workshop with the following broad objectives and expected outputs:

Objectives:

- To provide a common platform for in depth analysis of the social, economic and environmental implications of the scheme, identification of gaps in the plan and action on the programme.
- To evolve a realistic approach for stakeholders' participation.
- To develop appropriate and alternative strategies for co-ordination, management and implementation.

Expected Output:

- Detailed analysis of PMGSY, its implications, and learning from past mega programmes.
- Identification of gaps in PMGSY.
- Appropriate & alternative strategies for implementation and management devised.
- Stakeholders' participation approach formulated.
- Model coordination mechanism worked out.
- Networks process initiated.
- Action agenda declared.

For further information about PMGSY and the international workshop please contact:
Orissa Regional Forum for Rural Transport & Development, Mr P K Pattanaik, Convenor,
C/o OSVSWA, 49 Dharma Vihar, Bhubaneswar
751030, Orissa, India
Tel/Fax: +91 674 472785
email: osvswa@hotmail.com

Network Solutions

Rural roads have a considerable impact on the social, cultural and economic life of resource-poor people, providing access to markets, services, and employment, improving personal mobility, crisis management and quality of life. However, providing an adequate network of roads in rural areas is a challenge which requires a huge investment over a period of time. The Government of India has succeeded in connecting only 53 percent of about 600,000 villages, over a period of 50 years, through various road development plans. Most of the rural road network planning methodologies do not provide any means of monitoring the future development of an area. Ideally rural road networks should be planned in advance according to the overall development master plan of the region, with settlements then allowed to grow in a planned manner. However, the opposite is generally true, with rural settlements allowed to develop in an unplanned way and road links provided subsequently in an ad-hoc manner on the merit of individual cases. The results are sub-optimal networks and poor utilization of scarcely available resources.

The conventional sequential transportation planning process, widely used in urban areas, is mainly based on travel demand. Such an

approach may not be applicable in rural road network planning where it is more appropriate to plan with regard to the functional dependency hierarchies between settlements and the potential interaction resulting from them.

To plan suitable road links the linkage pattern has to closely match the pattern of settlement interaction. In some studies the gravity model approach has been used to determine the amount of settlement interaction between places. It has been assumed that the interaction between settlements varies directly as the difference in level of development and population product of the two settlements, and inversely to the square of spatial distance between the two settlements. Various methods have been used for suggesting rural network plans. A scientific approach, based on Graph Theory may be utilized for the preparation of a master plan of rural roads at district/ block level. Another approach may be to quantify and prioritize the villages based on population, cultivated land, and educational, medical and other infrastructural facilities. This helps to identify the villages that need to be connected by roads and then an optimum road network may be developed. However, links are to be selected in such a way that the costs are

minimized and benefits from roads and other facilities are maximized.

While acknowledging the need for a minimum basic road network in a country, it is becoming increasingly apparent that the provision of connectivity does not always increase access and mobility for the majority of the population. For example, very often the special transportation needs of women, the elderly and disabled are neglected and the roles of non-motorized transport modes ignored. Based on the research carried out mainly in Less Developed Countries (LDCs) of Africa and Asia since the beginning of 1980s, it has been observed that a needs-based approach of providing accessibility to services and facilities is more effective than provision of road connectivity to the villages. Also the provision of roads cannot be considered in isolation, but should be a part of multi-sectoral rural development programmes, a philosophy promoted through the use of planning tools such as Integrated Rural Access Planning (IRAP).

Contact: Dr Ashoke K Sarkar, Convenor Rajasthan Regional Forum, Birla Institute of Technology & Science (BITS), Pilani, Rajasthan, India 333 031
Fax: + 91 1596 44183
email: asarkar@bits-pilani.ac.in



IRAP, Participation and Consensus Building

The concept of using access to basic goods, services and facilities as the basis for identifying and prioritizing investments in rural transport infrastructures started from a realization that in spite of massive infrastructures, roads and bridges, the conditions of rural communities remain the same. An ILO study on the daily travel patterns of the rural household, established that most activities are within the village and do not utilise roads or motorized vehicles. Daily trips to avail of basic goods, services and facilities, reach agricultural production areas, or occasionally reach the nearest motorized transport services, are made by foot or the use of intermediate modes of transport. By using the rural households' need to avail of basic goods and services, a procedure to determine priorities was developed. This is the Integrated Rural Accessibility Planning (IRAP) technology.

IRAP was developed opportunely when decentralization, people participation, empowerment, capacity and consensus building were key words in rural development, it evolved into a technology package that seeks to address these development objectives. To facilitate technology transfer, simplicity and user-friendliness were paramount, and intended beneficiaries were targeted to become the key players in local decision-making.

IRAP is a simple planning tool applied at the lowest level where the use and distribution of limited resources to improve delivery of basic services have to be decided

upon. However, the technology does not end at identifying priorities to guide investments, but presents information in a simple and user-friendly fashion to empower the people and encourage their participation in deliberations between technicians, officials and users. IRAP is a package with 4 distinct components: data generation, analysis and interpretation, information packaging and presentation. IRAP did not reinvent anything, but rather made everything simple.

IRAP's application in the Philippines started as a pilot activity and successfully transformed into a program covering the whole country. IRAP helped local government units convince villages why some have to be given attention while others must wait for a while. It guided the implementation of small infrastructure projects like village roads, footpaths, footbridges, elementary schools, village health units and communal faucets, with villagers participating during construction. A post evaluation study established that the participation transferred practical skills, such as carpentry, mixing and pouring of concrete, and steel bar preparation, enhancing the villagers' capacity for employment. Improved access also led to the increased use of intermediate modes of transport like animal-drawn vehicles and bicycles, and the entry of motorized transport like tricycles and jeepneys.

IRAP in Laos began as a capacity-building project intended to help districts and provinces prioritize investments in basic rural services, but evolved to become a major rural road development technology recognized by

government and acknowledged and utilized by donors. The information generated became the basis for new rural road projects to link remote villages and alleviate poverty conditions.

Most rural development projects rely heavily on donor assistance, so how can IRAP continue once donor assistance is withdrawn? Although IRAP is carried out at a local level, the technology also provides for aggregation of the generated information to produce an accessibility information base that can guide and influence national policy and development planning decisions. The Philippines is developing a national accessibility data bank covering several sectors, while Laos is formulating a national road management program to guide maintenance, rehabilitation or even new construction of roads. Both projects have built planning capacity at local level, have laid the groundwork for data aggregation and have identified and prepared organizations and institutions that can be tapped to provide technical assistance and expertise to address future needs. Sustained use of IRAP will come if there is a focal organization at national level, the need for its continued use is felt at local level, support units are developed at regional or provincial level, and public funds are allocated annually to support the application. IRAP is not yet there, but efforts must continue to develop it.

Contact: Nori T Palarca, Philippines NFG, Division of Local Roads, IRAP Lao/95/001, MCTPC, That Luang Ave, PO BOX 345 UNDP, Vientiane, Laos
Fax: + 856 21412667
email: npalarca@aotel.com

"IRAP did not reinvent anything, but rather made everything simple"

IRAP Finds its Feet in Latin America

The ILO Multidisciplinary Team for Andean Countries in Lima, implements a DANIDA-financed project on employment-intensive technologies in Bolivia, Ecuador and Peru. Within the project's activities, IRAP is becoming increasingly important. The project's main focus lies in the promotion of small enterprises for road maintenance. Other experiences in countries like Colombia and Uruguay have shown that small enterprises are a cost-effective and efficient way of maintaining roads, generating sustainable employment and improving the mobility of the rural population.

Responsibilities for rural road maintenance usually lie within the local governments and so capacity building among local governments in managing, financing and planning road maintenance becomes crucial. The project's aim is to enable local governments to prioritise in a participatory manner their funds for road conservation, which are often scarce.

Just recently, IRAP has been translated into Spanish and an adaptation seminar is

planned for August. To further encourage IRAP to find its feet in Latin America, IFRTD Latin America has developed a dissemination strategy for the Spanish IRAP version. It includes the preparation of a bibliography on rural transport planning in the region, translation of relevant material into Spanish and regional workshops. Furthermore, the use of IRAP in the rural transport projects of some of the Latin American Forum members (especially countries where ILO is currently not working) and the generation of comparative experiences of projects will contribute to generating local experiences and raising awareness about IRAP in the region.

Contacts:

Alessandra Molz, ILO/OIT Lima
ETM Países, Las Flores 295, San Isidro
Apartado Postal 3638, Lima 1, Peru
Email: molz@oit.org.pe
Ana Bravo, IFRTD Latin America
email: ana-bravo@amauta.rcp.net.pe

ILO can ASIST you

If you would like to learn more about IRAP and the IRAP resources which are available please contact ILO ASIST.

Go online and search their new ASISTDOC database at:

<http://www.ilo.org/public/english/employment/recon/eiip/asist/index.htm>

Or write to ILO ASIST at the following addresses:

ILO ASIST Africa
PO Box 210
Harare
Zimbabwe
email: asist@ilo.org

ILO ASIST Asia
PO Box 2-349
UN Building, Rajdamnern Nok Avenue
Bangkok 10200
Thailand
email: asist-ap@ilo.org



News and Resources

Summit Approach, CSD9

The meeting of the ninth session of the Commission on Sustainable Development (CSD9) was held in New York between 16–27 April 2001. Attending were representatives from traditional government members and also the private sector; trade unions, the scientific community, intergovernmental organisations, other specialised UN agencies, and NGOs. This meeting allowed for multi-stakeholder dialogue segments, and therefore direct discussion between the government representatives and wider civil society.

Some of the emerging recommendations directed to international, regional and national governments, included reiteration of the continuing relevance of the Rio declaration on environment and development and the importance of the government role. Among them were the following recommendations relating to the transport sector:

- Financial resources and mechanisms play a key role in the implementation of Agenda 21 and substantial additional Official Development Assistance (ODA) is needed to enable developing countries to implement Agenda 21.

- In order to contribute to sustainable development, transport should be affordable, safe, ensure mobility and accessibility for all sectors of society on an equitable basis, be efficient and environmentally sound.
- Lack of access to transport significantly impacts women's health and limits their access to markets and other income-generating activities. Transport should be made available and accessible to women in order to facilitate social and economic progress.
- Assistance for capacity-building, through human resource development, institutional strengthening, and training programmes to enable developing countries to expand technical and planning skills.
- Promotion of sustainability by integrating economic, social and environmental considerations in decision-making in the transport sector.
- Development of transportation systems responsive to development needs which reduce negative environmental impacts, where affordable, and through measures to rationalize traffic flows and road structures, manage transportation demand and facilitate the flow of and access to goods.
- Facilitate an environment conducive to research, development and technological innovation in the transport sector.
- Maintain and promote access to affordable transport systems, and examine the potential for increased reliance on low-cost, readily available modes of transport, including safe non-motorized transport.
- Promote planning for transport services which is sensitive to vulnerable groups such as women, the aged, and the disabled and promote participatory, inclusive transport planning approaches which address social needs.
- Promote public participation in transport decision making involving all stakeholders and improve access to information to enable consumers to make informed choices;
- Encourage the planning for and provision of safe infrastructure for cycling transport.

Contact: Jeffrey Maganya
ITDG Kenya, PO Box 39493
Nairobi, Kenya.
Fax: +254 2 710083
email: maganya@hotmail.com

Have your say?
Find out more about the outcomes of CSD9 through the UN web site http://www.un.org/esa/sustdev/csd9/csd9_2001.htm.
Or join in the email discussions with the CSD transport caucus by sending an email to transport-csd-suscribe@yahoo.com

Community Roads Video
Gain first hand project experience from the team at ITDG South Asia. Their new video **Community Roads** is now available. Community Roads highlights 2 years of project experience in rural road construction working alongside local communities & local government institutions.
The video costs \$US 20 although small NGOs and Charities may be considered for free copies depending on need, please contact Mr Upali Pannilage, Programme Manager Transport & Manufacturing, ITDG South Asia.
email: upali@itdg.lanka.net
Fax: +94 1 856188
Phone: +94 1 829412.

Gender and IMTs, a Regional Initiative

From 3-5 April 2001, Ouagadougou played host to a regional seminar 'Gender and Rural Transport, Promoting Intermediate Means of Transport.'

Initiated and organised by the Burkina Faso NFG (FBTRD), with financial and technical support from The World Bank, IFRTD, and SDC. The seminar gathered a range of participants including representatives from Burkina Faso's public services, rural NGOs and Associations, as well as NFG and NGO delegates from Côte d'Ivoire, Ghana, Guinea, and Madagascar. Among the key recommendations which emerged from the workshop were:

- The promotion of IMT use through:
 - The use of regional organisations

(WAEMU/ECOWAS) to produce and promote IMTs as suggested by West Africa NFG delegates at the August 1999 Abidjan meeting on taxation.

- The development of strategies for the popularisation of IMTs, perhaps using pilot projects.
- Training of girls/women in IMT production and maintenance.
- Co-operation with decentralised authorities.
- Identification of a country where IMTs can be produced at a lower cost.
- Integration of craft & industry based IMT production.
- Recognition of the importance of promoting the inclusion of rural transport issues in wider development projects;
- Consideration of financial initiatives such as the setting up of a fiscal scheme favourable to IMT users and producers, and establishing a support fund to improve access to IMTs.
- The promotion of activities related to the development of infrastructures, which should be considered in tight connection with IMTs and vice versa.
- The mainstreaming of gender issues into the process of all rural development schemes.

Contact: M. Gndermann Sirpé,
Co-ordinator Burkina Faso NFG, 09 B.P. 337, Université de Ouagadougou, Ouagadougou 09, Burkina Faso
Fax: +226 315549
email: gnderman.sirpe@univ-ouaga.bf

Contacts
Priyanthi Fernando, Peter Njenga and Kate Czuczman,
IFRTD Secretariat,
2 Spitfire Studios,
63-71 Collier Street,
London N1 9BE, United Kingdom
Tel: +44 20 7713 6699
Fax: +44 20 7713 8290
email: ifrtid@gn.apc.org
www.gn.apc.org/liftrd

Ana Bravo
IFRTD Latin America
Av. General Garzón 852, Jesús María, Lima 11, Perú
Tel/fax: +51 1 431-1754
email: ana-bravo@amauta.rcp.net.pe

This issue edited by Kate Czuczman
Typeset by My Word!