



Forum

News

International Forum for Rural Transport and Development

Governance

**Volume 9, Issue 2,
October 2001**

Good governance comprises transparent and accountable processes, structures, and traditions which work in partnership with civil society to determine how power is exercised and decisions are made. The transport sector has already begun to address its own need for good governance, in this issue Lebo refers to the movement towards more commercial and less bureaucratic road management, while Kimsan outlines the restructuring of the Cambodian rural roads programme. However, the sector has some way to go in defining its impact on wider development debate concerning governance.

It seems clear that any discussion of governance demands a more holistic multi-sectoral approach. Below Mashiri points to the dangers of sectoral fiefdoms, while the article from Latin America recognises the contribution of the Columbian transport sector to wider national governance initiatives. To be included in wider governance debate the rural transport sector should be looking to share its experience in establishing sound, participative systems of governance, and highlighting the links between governance and transport, for example the role of rural access in allowing greater democratic participation in decision making processes.



Engaging with civil society, rural transport programmes in Ekiti State, Nigeria

Good Governance & Capacity Building, 2 Sides of the Same Coin

Many developing country governments have decentralisation programmes in place to devolve the responsibility for service delivery to local authorities. In such decentralised systems, local government is intended to be the epicentre of administrative and developmental decision-making, providing and nurturing a democratic and accountable local governance culture for the equitable allocation of power, wealth and development. However, decentralisation is not necessarily synonymous with the ability of local government to deliver. In reality their ability to govern effectively is bedevilled by inadequate resources, weak technical and political institutions, and apathetic, fragile civil societies.

Clearly effective local governance requires a critical mass of competent decision-makers, technocrats and workers as well as well-informed communities and their organizations. Yet glaringly officials at service delivery points often lack the appropriate skills for working with communities and tend towards top down rather than facilitation approaches. Dearth of local capacity is not only a cause but a consequence of poor governance.

Institutional strengthening

The current inadequacies of local government provide a ready culture for departments to build sectoral fiefdoms, which tend to subvert co-

ordinated and integrated development. Nowhere are the risks of this tendency higher than in transport, which should provide an integrating framework for other service delivery programmes. To enable better co-ordination, rural development programmes require major changes in governance, with increased departmental and inter-agency collaboration to circumvent sectoral allegiance. In addition, capacity building should also involve creating or strengthening institutions to enable them to galvanise civil society for effective participation in rural governance. The development of appropriate channels of communication and feedback would enable communities to be part of critical decision-making concerning the allocation of resources and the creation of productive activities to stimulate rural development. Local government must be seen as an opportunity for institutional pluralism, the distribution of development responsibility among government and quasi-governmental structures, private sector, elective bodies and the community.

Community empowerment

Good governance relates to the capacity of individuals and communities to actively transform themselves and their organisations with a view to managing the process of change in their everyday lives in their local context. This involves strengthening and building upon existing knowledge bases and capacities. Rural

Continued on page 2

In this issue:

1. Good Governance & Capacity Building, 2 Sides of the Same Coin

2. Rethinking Governance Structures, Cambodia's Sector-wide Approach

**3. Sector Stakeholders, Driving Governance Debate or Hitching a Ride?
Roads for Peace
Clean Governance for Orissa**

**4. Colin Relf Award 2001
NFGs in India
Inland Water Transport**



communities could benefit from a variety of courses including; workshops on the role of civil society in development; strengthening community-based organizations such as transport forums; training women, men and youth in entrepreneurial skills; equipping youth with leadership skills; training and supporting women, men and youth in income-generating activities; and training and supporting communities to manage their own natural resources. It is also prudent to build the capacity of local politicians, who sometimes use rural development programmes to address their own agendas, for example, broadening political participation, reinforcing political patronage or realising ideological objectives.

Capacity building in the rural transport sector

The overall aim of capacity building would be to impart knowledge and a way of thinking in an integrated way, about rural transport and

development issues. It means participatory processes for assessing and responding to the accessibility needs of rural communities and empowerment of officials, politicians, and communities to address rural transport and development challenges from the same point of departure. This needs to be supported with more resources, decision support systems that include non-governmental sectors, businesses and civil society. Key methods in capacity building would include training and mentoring of trainers (technical staff) training local councillors and traditional leaders, and strengthening existing infrastructure development related training. Depending on the target audience, delivery methods could entail workshops, on the job training or interactive lectures from a mobile truck equipped with training materials and aids

The way forward

Clearly the absence of a critical mass with the requisite skills and methodological approaches at the various levels of the decentralised

system, necessitates the development and implementation of an extensive and visible capacity building programme. For this to be manageable and affordable, technology and strategic planning are required. In the interim, outsourcing of services and support for emerging contractors & suppliers through small-scale contracts, could be embarked upon. While most development programmes at the local level include a capacity building component, many do not have clear measurable indicators to ascertain the degree of capacity built. Thus the design and implementation of a robust monitoring and reporting system for vetting agencies responsible for building capacity as well as evaluating evidence of capacity building, cannot be over-emphasized.

Contact: Mr Mac Mashiri, South Africa NFG
Coordinator, Transportek, CSIR, PO BOX 395,
Pretoria, South Africa
Fax: +27 12 841 4200
Email: mmashiri@csir.co.za

"Dearth of local capacity is not only a cause but a consequence of poor governance"

Rethinking Governance Structures, Cambodia's Sector-wide Approach

The Royal Government of Cambodia (RGC) realizes that improved rural access is directly linked to poverty reduction. Rural roads provide such access, therefore the maintenance, rehabilitation and appropriate development of the rural road network is an essential pre-requisite for the economic and social development of rural areas. In the near future rural roads will consume the largest proportion of public investment in rural development, and the RGC recognises that this investment, while necessary, will involve considerable risk. Without an appropriate and applied framework of policies, strategies and controls, much of the investment could be wasted.

Presently, the Ministry of Public Works and Transport (MPWT) is responsible for the national and provincial road networks, while the Ministry of Rural Development (MRD) is responsible for the tertiary and sub-tertiary road networks. The roads that fall under the MRD mandate are commonly referred to as "Rural Roads", and are sub-divided into various classes, predominantly tertiary roads which link district centres to each other and carry less than 50 vehicles on average per day (four wheels, two axles), and sub-tertiary roads which are subdivided into three

categories which link the lower administrative entities.

The primary problem facing the MRD is a lack of existing systems for financing and managing maintenance. The consequence of this is the deterioration of the rural road network, and subsequent expensive road rehabilitation. Moreover a large economic penalty ensues due to higher transportation costs. This problem has many complex dimensions. Holistic planning of a maintenance and rehabilitation programme is essential for the proper use of available funds and the preservation of new and existing assets. A recent study found that in one province in Cambodia over US\$1 million was spent every year from 1996 to 2000 on rural transport infrastructure, yet the asset value of the network had declined and a heavy penalty was imposed on the local economy.

The MRD is moving towards a sector-wide approach for its rural road program, and in order to facilitate this change a new department, The Department of Rural Roads (DRR), was created to focus on rural roads and transport. The mission statement of the new department is: "The MRD DRR will contribute to the improvement of rural social and economic conditions by increasing rural

access through cost-effective investment in the maintenance and development of rural roads, routes and transport infrastructure." Its functions will include policy and technical advice, sub-sector coordination, preparation of systems and technical guidelines, facilitation of training, and advocacy. The MRD is promoting the use of labour-based appropriate technology as a way to reduce rural poverty, while providing good quality infrastructure.

MRD is undertaking a pronounced effort to decentralise management and implementation responsibilities of the DRR. The MRD does not foresee implementing works itself, this responsibility will be delegated to the relevant Provincial Departments, District Groups of Rural Development, who will carry out works making use of the private sector. Further decentralization of the rural road network to the commune and village level is envisioned in the near future.

Contact:
Mr Mour Kimsan, Cambodia NFG Coordinator,
Ministry of Rural Development, Corner Road
#169 and Russian Federation Boulevard,
PO Box 2016, Phnom Penh, Cambodia
Fax: +855 23 426 823
Email: 012938072@mobitel.com.kh



Sector Stakeholders, Driving Governance Debate or Hitching a Ride?

Dysfunctional, ineffective public institutions and weak governance represent serious impediments to economic and social progress in many countries, and are increasingly at the heart of the economic development agenda. Poorly performing public sector agencies and institutions lead to misallocated and wasted resources, excessive government interference, arbitrariness and corruption. The impacts are evident; poor or non-existent public services, private and public sector stagnation, slowed social and economic growth, and persistent poverty. Building effective and accountable public institutions is therefore a core challenge for national economic development and poverty reduction.

Over the last decades, governance issues have received increasing attention among transport sector professionals and stakeholders. For example, the traditional view that roads represent a "public good" and therefore require a strong bureaucracy to manage them has lost prominence. Instead, many recent road sector reforms focus on finding commercially-oriented frameworks that provide effective managerial and financial incentives. So that roads (even if they remain under public administration) are managed "more like a business than a bureaucracy." In that sense, reforms taking place in the transport sector are often at the forefront of national efforts to improve public administration.

But more needs to be done. It is now widely accepted that sustained poverty reduction not only requires economic growth,

but improvements in the quality and accessibility of basic education, health, potable water, and social and infrastructure services. Improving such access generally requires government action. But governments in many countries are ill-prepared and lack sufficient resources to perform this role. In addition, where institutions are weak and lack accountability, policymaking and resource allocation typically proceeds in non-transparent ways, with decisions skewed in favor of those who are well connected to centers of power.

Of course, transport issues are only a small part of the larger dialogue on governance – which may include, for example, civil service reform, decentralization, anti-corruption, tax policy, as well as legislative and policy review. So how can transport stakeholders best influence the direction of reform? A first step is to place rural transport issues firmly and openly on the table. Often transport does not receive attention during discussion related to governance. Secondly, there is scope for better technical and policy exchange among sector stakeholders on government related issues, for example, on decentralized administrative and financial frameworks for rural roads, improving core capacities of local government, and better involving stakeholders in decision-making. This requires good analytical studies, exchange of "good practice", and an effective and open dialogue between government and civil society, driven by public demand for reform. By bringing attention to key governance issues in the sector, transport stakeholders can have an

important influence on the direction of reform. That is, taking an active role in driving the agenda, rather than simply going along for the ride.

Contact:

Mr Jerry Lebo, Senior Transport Specialist,
Transport Sector Unit, East Asia and Pacific
Region, The World Bank, 1818 H Street, NW
Washington, DC 20433, USA
Fax: +1 202 522 3573
Email: jlebo@worldbank.org

Correction

In issue 9.1 we gave an incorrect web url for ILO-ASIST. Please connect to <http://www.ilo.org/asist> for a wide range of information and resources relating to employment-intensive strategies for sustainable infrastructure provision and rural accessibility planning. For more information about ILO-ASIST, please contact the following addresses:

ILO ASIST-Africa
PO Box 210
Harare
Zimbabwe
Email: asist@ilosamat.org.zw

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

Clean Governance for Orissa

Declaring a commitment to clean and transparent administration the Chief Minister of Orissa has made history with an unprecedented action to clean up state governance. On 9th July 2001 three senior ministers were sacked on grounds of corruption. Two of these ministers, from the Rural Development Department (RDD) and the State Public Works Department, were removed for corruption and irregularities in the implementation of the centrally sponsored PMGSY mega rural roads programme. Rarely if ever has a minister in India been sacked for corruption in any state.

Contact:

Orissa Regional Forum for Rural Transport & Development (ORFRTD), Mr P K Pattanaik, Covenor, C/o OSVSWA, 49 Dharma Vihar, Bhubaneswar 751030, Orissa, India
Tellfax: +91 674 472785
Email: osvswa@hotmail.com

Roads for Peace

In recent years Colombia has faced the serious consequences of drug trafficking and violence and seen the negative affect that this has upon the economy, agriculture, rural areas and the environment. As a result the current government has created a strategy to face drug trafficking and its adverse effects. The expected result is a strengthening of the state, a basic requirement for achieving peace and progress.

As part of this 'Plan Colombia', the Ministry of Transport has designed a Roads for Peace Programme. It aims to strengthen the economy and generate employment in rural areas in order to improve the development process. As the Colombian economy is based upon agricultural production, it is thought that projects from the agricultural sector should be carried out in conjunction with the transport sector; keeping environmental issues also to the fore.

Road projects therefore will focus on secondary and tertiary roads that serve regions with agricultural and cattle potential.

The Ministry of Transport believes that roads in good repair will guarantee an increase in the marketing of goods, and that through this promotion of a legal economy the illicit economy can be defeated.

The national government, through the National Fund for Tertiary Roads has subscribed a total of 232 agreements with mayors for the maintenance of the tertiary road network, with a condition that the majority of work must be carried out as labour based activity. It is estimated that about 10 million day's wages, the equivalent of 120 jobs, will be created during the life of the project.

Contact:

Dr Diego Sánchez
Advisor
Roads for Peace Programme
Ministerio de Transporte
Av. El Dorado CAN
Bogotá, Colombia.
Email: dsanchez@mintransporte.gov.co



News and Events

Twice the Success – Colin Relf Award 2001

In its inaugural year the Colin Relf Award received applications to such a high standard with such a diverse range of approaches and subject matter; that the judging panel recommended the division of the award into two categories with a corresponding increase in the total prize fund.

We are therefore delighted to announce that the award for an interesting and innovative development initiative in the area of rural transport was made to the Ngware Bicycle Transporters Youth Group in Kisumu-Kondele, western Kenya. This group formed in 1991 with just 4 members and has now grown to a registered organisation of over 1500 members. They presented a proposal to establish a bicycle maintenance shop which would employ one or two members and service the other members with spare parts at reasonable prices.

The award for innovative research was awarded jointly to

Sonal Ahuja from India working with JDT/Mott MacDonald in Birmingham, UK, and to William Sabandar from Indonesia, a PhD Student at the University of Canterbury, New Zealand. Both presented innovative, focused and excellently written proposals.

Sonal Ahuja's research attempts to appreciate the characteristics of the road network, traffic flow and driver behaviour on rural roads, and to critically review existing traffic simulation models.

William Sabandar's work aims to examine the correlation between an improved transport situation and positive changes in rural life.

For more information about the prizewinners, their initiatives and research, please see the special insert with this edition of Forum News.

Look out for the call for applications for the Colin Relf Award 2002 early next year.

NFGS in India, Tackling the National Transport Agenda

The possibility of holding an international workshop to initiate dialogue about PMGSY has become a reality thanks to committed support from the DFID Civil Society Challenge Fund and the The Swiss Agency for Development Cooperation.

The workshop, jointly organised by the Orissa & Rajasthan Regional Forum Groups, aims to bring together representatives from a breadth of possible stakeholders in order to analyse the potential pitfalls in

this mega plan for rural connectivity, and to develop a fully refined policy framework for its implementation.

The workshop is to be held from 4–6 February 2002. For more information please contact:

*Orissa Regional Forum for Rural Transport & Development (ORFRTD), Mr P K Pattanaik, Covenor, C/o OSVSWA, 49 Dharma Vihar, Bhubaneswar 751030, Orissa, India
Tel/fax: +91 674 472785
Email: osvswa@hotmail.com*

Welcome to the Indonesia NFG

In May 2001 the Gadjah Mada University of Yogyakarta organised a seminar and workshop on the Role of Rural Transportation in Supporting Local Social and Economic Development. This was preceded by an NGO event on Transportation Systems and Sustainable Rural Development, organised by the NGO Pelangi and supported by IFRTD. This combined event provided a forum for the provision and sharing of knowledge on rural transport infrastructure, service and technology, and in addition provoked discussions about how to encourage greater community participation in transport planning, implementation and evaluation. The culmination of the workshop saw the declaration of the "Jogjakarta Initiative for Rural Transportation", a set of common principles and understandings upon which rural transport in Indonesia should be based.

The Indonesian Forum Group on Rural Transport & Development (IFGRTD) was established as a means for

harnessing the enthusiasm for knowledge generation and sharing generated among rural transport stakeholders at these events, and carrying it forward as a commitment to future networking activities.

Early plans for this new network include developing the membership base, forging links with crucial organisations in the Indonesian transport sector, and developing a resource center. The resource center is being developed with the initial host of the IFGRTD, the Center of Transportation and Logistics Studies at Gadjah Mada University. It is hoped that the center will develop & improve base knowledge on rural transport issues and also provide a clearing house for knowledge dissemination through training, discussion forums, networking & advocacy.

*Contact: Dr Danang Parakesit, Co-ordinator Indonesia NFG, Center for Transportation and Logistic Studies, Gadjah Mada University Bulaksumur J-3, Yogyakarta 55281 Indonesia
Fax: +62 274 564138
Email: dan-dan@indo.net.id*

Paddling into the Unknown

The IFRTD Secretariat, with funding from the DFID Knowledge and Research Programme, has initiated a two year project to assess the operational characteristics and affordability of rural water transport under different physical and social conditions. This is the culmination of many years effort by IFRTD to get these issues onto the international agenda and the beginning of a new and exciting programme of research which

will generate knowledge through all corners of the IFRTD network. The results will provide information for integrating this transport mode into rural access planning and generating information which can be used to improve the viability of rural water transport operations and reduce the isolation of poor rural communities.

For more information or to get involved please contact the IFRTD Secretariat or refer to our web site www.ifrtd.org

Kate Czuczman 2001



NFG co-ordinators at the IFRTD Advisory Committee Meeting, Edinburgh September 2001

Please note our new email and web addresses
ifrtd@ifrtd.org **www.ifrtd.org**

Contacts

*Priyanthi Fernando, Peter Njenga and Kate Czuczman, IFRTD Secretariat, 2 Spitfire Studios, 63–71 Collier Street, London N1 9BE, United Kingdom
Tel: +44 (0)20 7713 6699
Fax: +44 (0)20 7713 8290
email: ifrtd@ifrtd.org
www.ifrtd.org*

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

*This issue
edited by Kate Czuczman
Typeset by My Word!*