

Rural Transport Training Materials

Module 2:

Planning, Design, Appraisal and Implementation

Participatory rural planning processes

Session 2.1

Part 1

Presentation 2.1a



The World Bank



DFID Department for
International
Development



theIDLgroup 

The Training Modules

Module 1. Policies and Strategies

This Module

Module 2. Planning, Design, Appraisal and Implementation

Module 3. Management and Financing

Module 4. Rural Mobility

Module 5. Social and Environmental Issues

Module 2. Planning, Design, Appraisal and Implementation

This session

Session 2.1 Participatory rural planning process

Session 2.2 Design of rural transport infrastructure

Session 2.3 Rural road economic appraisal methodology

Session 2.4 Labour-based works methodology

Session 2.5 Small scale contractor development

Session 2.6 Community Participation in Rural Transport Infrastructure

Session 2.7 Participatory Survey Techniques for Rural Transport

1. Introduction

Learning Objectives

This session enables participants to:

- ③ Explain the need for a holistic approach to transport interventions
- ③ Describe the 9 key stages in Participatory Rural Planning (PRP)
- ③ Analyse policy, organisational and institutional issues in accessibility planning
- ③ Explain how the availability of various types of resources affect the planning and implementation of interventions
- ③ Develop check lists of the key issues that should be considered during monitoring, evaluation, planning, implementation stages

Session Overview

- ③ Participatory rural planning (PRP): overview
- ③ Participatory rural planning (PRP): the process
- ③ Institutional arrangements
- ③ Resource issues
- ③ Monitoring and evaluation

2. Participatory Rural Planning: overview

- ◎ An **effective way to reduce poverty** is to improve:
 - the mobility of the rural population
 - their access to employment opportunities & other socio-economic services and facilities
- ◎ **Integrated rural transport** considers a wider range of transport interventions
 - paths and tracks
 - intermediate means of transport (IMT) and transport services to complement the conventional interventions in roads and motorised vehicles

Participatory Rural Planning (PRP) is a new approach to rural access planning.

Participatory Rural Planning (PRP)

in a nutshell

- ③ Developed & improved through studies/ pilot projects in Africa & Asia
- ③ **Multi-sectoral** and integrated approach
 - considers all aspects of household access needs for subsistence, economic and social purposes
- ③ **Identifies** development needs, problems and priorities
 - ... which can be addressed by improving access to facilities and services ...
 - by facilitating movement of people to these services (transport improvement), or
 - bringing the services closer to the people through carefully rationalised site selection procedures

- ③ Provides a menu of **alternative** solutions
- ③ Starting point is understanding the **access** needs and magnitude of transport activity of rural households
- ③ Determines **priorities** for access improvements
- ③ Identifies the most **effective** means of achieving access improvements
- ③ **Integrates**
 - rural households' mobility needs
 - siting of essential social and economic services
 - provision of appropriate transport infrastructure
- ③ Involves **communities**

- ◎ Based on a thorough but easy-to-execute **data collection system**
 - uses households as a focus of the planning process
- ◎ Includes **gender** issues
- ◎ **Simple** to use
- ◎ Does not require substantial **resources**
- ◎ **Bottom up approach** to planning
 - links to the planning structure at the district level
- ◎ High priority to the protection of the **environment**

PRP - Key Concepts: Access

The approach argues that ...

poor access to facilities leads to isolation – a major factor contributing to **poverty**.

Rural accessibility planning defines

access needs of rural households in relation to the basic social and economic **services** required by a household.

PRP - Key Concepts: Mobility

Mobility needs focus on:

- ◎ **Purpose** for which people travel
- ◎ **Availability** of public transport services
- ◎ **Condition** of the transport infrastructure, i.e. local level roads, footpaths, footbridges, etc.
- ◎ **Means** by which people transport themselves and their goods
 - foot, bicycles, animal carts, donkeys, wheelbarrows etc. (level of mobility)
- ◎ The availability of social and economic **services** in relation to population density

3. Participatory Rural Planning (PRP) The Process

- A. Interventions to improve accessibility
- B. Key stages in Participatory Rural Planning
- C. Institutional arrangements
- D. Resources issues
- E. Monitoring and evaluation



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A. Interventions to improve accessibility

- ③ Rural transport infrastructure improvements
- ③ Rural transport mobility improvements
- ③ Improved enabling environment for rural mobility e.g. through credit facilities and training
- ③ More accessible locations/ sites of facilities and services
 - e.g. water supplies, schools and health facilities
- ③ Environmentally friendly measures
 - e.g. improved ovens and development of wood-lots

B. Participatory Rural Planning (PRP)

The PRP methodology leads to:

- ③ Development of comprehensive **information** on
 - location, condition & use of rural infrastructure and services
 - investment priorities
 - range of access interventions
- ③ Emphasis on **building local capacity** and the use of local resources (material and human) in the implementation and maintenance of locally initiated projects, including
 - adoption of appropriate technologies and labour intensive methodology
- ③ A set of defined and prioritised **interventions** that address the **access needs** of the rural population

Key stages in PRP

1. Development of a Local Government Transport Master Plan (LGTMP)
2. Identification and consultation of key stakeholders
3. Define planning objectives
4. Define rural access needs that relate to these objectives
5. Collect data on relevant access needs & priorities, and produce Accessibility Database
6. Define the main access problems
7. Define strategy to address access problems
8. Prioritise locations of specific interventions
9. Consolidate prioritised interventions to produce action plans

Key stages of Participatory Rural Planning (PRP)



Group Activity

*Exploring the issues related to each
stage in Participatory Rural Planning
(PRP)*

1. Development of a Local Government Transport Master Plan (LGTMP)

- ⊙ Set out as part of the national sector policy or as part of an explicit national rural transport policy and strategy
- ⊙ May be prepared by
 - local government planning agencies in collaboration with the communities and assisted by local consultants
 - contracted out to experienced consultants by local government or community representatives combined in 'joint-services' committees

2. Identification and consultation of key stakeholders

- ③ Establish liaison between those groups of people who have different interests in the project
- ③ *Primary stakeholders* = those groups whose social and economic livelihoods will be affected directly by the project
 - e.g. travellers, market traders and transport operators

2. Identification and consultation of key stakeholders

- ◎ *Other interest groups* = their own lives will not be affected directly by the project, but are important in the decision-making process
 - district leadership, district's works agencies and the department of feeder roads
- ◎ Go beyond the leadership
 - leaders' standpoints can differ significantly from the experiences of 'average' village members

Key Stakeholders in Local Government Rural Transport Infrastructure

National Level

- © Government agencies and their regional and/or district counterparts are usually involved in such projects, e.g., Ministry of Transport, provincial road agency, district road agency, municipal planning organisations

Transport User Groups

- © Community groups, farmer's associations, road user and transport associations, agro-processors

Key Stakeholders in Local Government Rural Transport Infrastructure

Transport provider/ supplier groups

- Local-government service ministries, investors, donors, NGOs, community organisations, private sector (transport suppliers)

Directly affected groups/ vulnerable groups

- Project-affected persons: resettled populations, indigenous peoples, ethnic groups, squatters, encroachers, street vendors, women, pensioners, the elderly, students, children

Other stakeholders

- Donors, labour unions, media, chambers of commerce, research institutes, banks or financial institutions

3. Define planning scope, aim & objectives of the PRP

③ Set the scope

- e.g. which sectors to include in the planning and what targets to meet

③ The scope should be within sectors that:

- provide services that households need to travel regularly to
- provide an infrastructure
- facilitate the availability of internal means of transport

③ The aim

- is to minimise the time, cost and effort spent by rural people in getting access to goods and services

③ The objective

- is to ensure that access to essential goods and services of the rural households is improved

Operational objectives

- ③ To **facilitate access** to women and men in the rural areas to goods and services required to satisfy basic needs
- ③ To **reduce the need for walking** & human portorage for both women and men in all of their activities
 - productive, reproductive and social
- ③ To improve the **quality of life** for rural women & men by greater access to better means of travel and transport
 - by addressing technical, economic and cultural constraints
- ③ To **involve rural women and men** in the planning, implementation and maintenance of rural transport.

Major questions to be asked

Who will benefit?

- ⊗ and will women's needs be addressed if the objectives do not spell out the needs of both men & women?

Questions on Policy Objectives

- ⊗ Who are the intended beneficiaries?
- ⊗ Do the objectives take into consideration gender differences in travel and transport needs?
- ⊗ Do they consider all the travel and transport needs or only some e.g. agriculture?

4. Defining rural access needs relating to planning objectives

People need to travel for different purposes

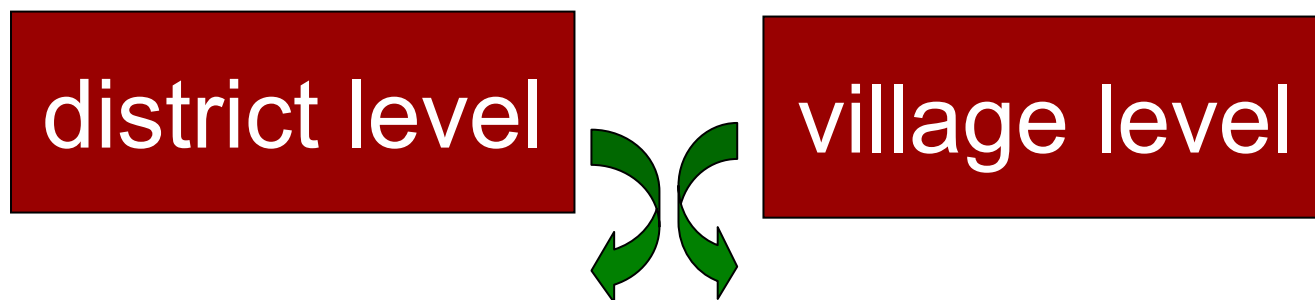
- ⊙ Consider needs from all sectors/ groups of people
- ⊙ Baseline data:
 - is the **foundation** of the accessibility planning procedure
 - provides the main source of information in identifying priorities for interventions to improve transport and access to services & facilities

But!

- ⊙ The usefulness of base line data for decision making depends on its **reliability** and **accuracy**.

5. Data collection and compilation

- ③ Collect information on a range of access needs
 - as relates directly to the accessibility of rural households to facilities, goods and services
- ③ A baseline survey helps build up an **Accessibility Database** at two levels:



Compilation of data and analysis

Aims of data collection at the district level

- ③ **Define socio-economic conditions:** within the district that relate to transport and accessibility for the whole of the district
- ③ **Wider context:** in which the findings from village surveys can be placed
 - enables comparisons with conditions in other parts of the district
- ③ **Quality control:** provide a basic crosscheck on certain items of village level data
- ③ **Lesson learning:** draw on lessons from interventions in a particular area and share good practice
 - that can be modified for application in other project areas

District level data

Basic characteristics

total population

population distribution

demography

Distribution of facilities

health

schools

etc.

Economic activities

agriculture

income
generation

District level data

Transport infrastructure

distribution of
road network

current condition

Development activities

planned &
ongoing projects

groups active
in district

Transport services

numbers & types
of vehicle

routes
frequency of
operation

fare structure

availability of IMT

The aim of collecting data at the village level is to build a picture of:

- ③ Basic physical and socio-economic characteristics of each village
- ③ Magnitude and pattern of rural household transport demand:
 - amount of time taken to get to a facility or service
 - frequency of trips to a facility/ service
 - mode of transport used for different trip purpose
 - distribution of various transport responsibilities within the household among men, women and children
- ③ Existing state of rural transport facilities and present level of access to goods and services for each village

Village level data

© Village level data =

- primary data
- useful picture of actual needs in the rural areas
- complements district level data

© Secondary data from the district level gives some indication of accessibility conditions ...

but!

The bulk of the information should be collected from the communities.

Compilation of data and analysis

- ◎ Compile data as averages, in tables, maps and a descriptive report
- ◎ Formats may show:
 - **background** information on economic, geographic and demographic characteristics
 - main **economic activities** in villages and district
 - extent and **quality** of transport infrastructure
 - average **time** taken to each facility/ service for each village
 - **location** of various facilities on a map
 - average **ownership** of **and access to** various means of transport in each village, and level of transport services
 - **needs/ priorities** as expressed by the community

6. Define the main access problems

- ◎ The aggregation of village and district level data allows each district, ward and village to be classified using Accessibility Indicators

Accessibility Indicators relate to the:

- number of households and their level of access to goods and services
- distance between communities and services
- time it takes to reach the services and facilities

Accessibility Indicators → identification of main access problems and prioritisation of interventions

Accessibility Indicators are ...

⊙ Defined for access needs:

- water
- fuel wood
- land for crop production
- crop processing
- education
- health
- agricultural inputs
- markets, retail and small industries

Calculating accessibility indicators

... relates the
number of households to the time
it presently takes to access services/ facilities

The basic formulation accessibility indicator is:

$$H \times T$$

- ⊙ H = Number of households that need access to a certain service facility/ service
- ⊙ T = The amount of time it takes to reach the service/ facility

For example ...

There are 40 households in a village who have to travel to get water,
the average time for a return trip is 120 minutes

© The accessibility indicator for water in that village would be:

$$40 \times 120 = 4800$$

For district planning the accessibility indicators ...

- ◎ Show which villages have more access problems for specific services
- ◎ A village scoring high on water means
 - the amount of time taken to get water is more, or
 - there are more people who have to travel to get water, or
 - both of these
- ◎ This village would have a higher priority for improving access
 - relative to another village with a smaller score

A gender perspective

- ⊙ Differentiate scores by women and men
 - Number of women x time taken x score for means of transport
 - Number of men x time taken x score for means of transport
- ⊙ Weight score according to means of transport

shorter distance
travelled on foot
over steep hills

scores higher than

longer trip
by bus

The more difficult the means of transport = the higher the score, e.g.

- walking on steep hills = 5
- walking on flat roads = 3
- using donkeys = 2
- using motorised vehicles = 1

7. Define strategy to address access problems

Two categories

1. Closer proximity to essential services
2. Increasing the accessibility to services by improving the transport system

Accessibility planning looks at the whole range of possible solutions and provides an opportunity for selecting one or a combination of the most appropriate ones.

8. Prioritise locations of specific interventions

This stage:

- ⊙ Deals with where interventions are going to be introduced
- ⊙ Concerns identification and selection of roads, villages and wards for specific measures

Accessibility Indicators give an overview of the access situation: the degree to which

- different sectors are affected by access problems
- a village is affected by a particular access need

9. Consolidate prioritised interventions to produce action plans

🎯 **Responsibility** lies with the District Planner

- in consultation with officers from the concerned sectors
- representatives from NGOs and other organisations

🎯 **Accessibility** planning

- offers a common framework for all sectors to plan together for implementation
- uses a common procedure for identifying problems and offering solutions

🎯 **Discuss** analysed results with all district officials

- new insight into access problems in different areas in their district
- involves them in preparation of a coherent plan of action for their district.

4. Institutional Arrangements

1. Policy issues in accessibility planning

- ⊙ Rural accessibility concerns cut across many sectors - water, health, and education
- ⊙ Service provision is defined using targets of distance and catchment population

For example:

- a primary school for every village with 250 households - maximum distance to the facility should not exceed 3km
- a clean water supply should be installed for every 200-250 people - distance to safe drinking water should not exceed 400m.
- a woodlot should be available for every household

2. Organisational issues in accessibility Planning

Varies from country to country – the process of PRP will have to be adapted to suit each.

Typical example: Tanzania

3 tiers of local development planning:

Village Council

Ward Development Committee

District Council

The purpose of these structures:

- a. decentralise power
- b. devolve decision making powers to representative institutions within the district

Tanzanian example

Village Council

- ◎ 17 - 25 members depending on size of the village
- ◎ Executive powers for all affairs in the village
- ◎ Committees for:
 - Finance, Planning and Economic Affairs, Social Services and Self-Help Activities, and Domestic Security
- ◎ Other committees may be established as required
- ◎ The village body initiates proposals for development projects in its own area and sends them upward through the government planning hierarchy

Tanzanian example

Ward Development Committee

Composed of:

- elected members of the district representing the ward (Councillor)
- public officers seconded to the ward
- chairpersons and secretaries of all Village Development Committees within the ward
- the Ward Executive Officer

Functions:

- making decisions over development activities within the ward
- ensuring their implementation

Tanzanian example

District Council

⊙ Composed of:

- elected member from each ward in the district
- 3 members elected by the Minister responsible for local government
- member(s) of parliament representing constituencies within the district
- other members elected by the district council from among the chairpersons of village councils & include the District Executive Director who is secretary to the council

⊙ Function:

- promote the social and economic welfare of all residents in a district, subject to the national policy for rural and urban development

The District Council is:

- ◎ Subdivided into standing subcommittees:
 - finance and planning
 - administration and establishment
 - social services
 - education affairs
 - economic services

Key lessons

- ◎ Rural accessibility planning needs to be **institutionalised** within the present district planning structure.
- ◎ This entails **building of capacity** within the village, ward and district for identification of access problems and formulation of solutions.



Institutional Relationships associated with Participatory Rural Planning (PRP)

Venn Diagram Activity

Analyse the relationships between key stakeholders and institutions.

5. Resource Issues

Resources:

- ⊙ Inputs required to initiate and sustain an activity
- ⊙ Define the limits of what can be achieved, and the extent to which it can be achieved
- ⊙ What is required related to availability = an important element of the planning process

Planners require information on:

- ⊙ Available funds
- ⊙ Personnel and skills
- ⊙ Equipment
- ⊙ Ability and willingness of villages to pay for interventions

Key resource considerations

Central government

- ⊙ Major source of revenue for villages and districts
- ⊙ Allocation from this source is usually arbitrary, or is based on allocations in the previous year
- ⊙ Funding largely goes to meet recurrent expenditure of the District Council
 - leaving little for investment in new activities or operation of already existing ones

To prevent this from happening in accessibility planning:

- ⊙ **Screen proposals** at each level
 - to ensure that they are not based on unavailable resources
- ⊙ District planners should **seek the contribution** of other actors
 - NGOs, private sector and local groups

6. Monitoring and Evaluation

Purpose

- ◎ To provide the District Planning Officer with information to assess progress of implementation and changes taking place in the environment for timely decision making

Monitoring covers two broad elements:

- ◎ Progress of the **process** of implementation
 - efficiency in delivery and use of inputs
- ◎ Progress against defined **targets**
 - physical outputs of the activities
 - impact they have had on target communities

Monitoring and PRP



Group Discussion

- A. *What should be monitored when planning rural access interventions?*
- B. *What should be monitored when implementing access interventions?*
- C. *How can we ensure that monitoring data is gender sensitive?*
- D. *How can the monitoring data best be used by Planners?*

1. Monitoring & evaluation at the planning stage

Monitor gender issues:
identify
accessibility factors
and
prioritising interventions

Monitor the quality of data with respect to:

- ③ **Disaggregate** data by gender
- ③ Participation of **women** in the information gathering process as informants
- ③ Obtain **opinions** of both genders on the most serious access problems
- ③ Special **constraints** of women in access to transport interventions
- ③ Gender **sensitisation** needs at district and local level
- ③ **Institutional** needs such as Transport Committees at ward and village level in which there is a fair representation of both genders
- ③ Identified **training** needs and who are the targets

Accessibility Indicators help in

- Determining the nature, scope, magnitude of the problem
- Defining the desired situation
- If, for example, access to water scores very high on the Indicator, access improvement measures would aim at lowering the indicator by a set target level

2. Monitoring and evaluation at the implementation stage

1. Progress of physical outputs according to planned schedule
2. Defined priorities and targets - being met through the physical outputs of the activities?
3. Achievement of objective of reducing the time and effort in travel and transport
 - especially for women

2. Monitoring and evaluation at the Implementation Stage

Note:

- ③ 1 & 2 are **easy to assess** against set plans of actions & schedules of work
- ③ 3 is **complex** because women might increase the visits to a facility if it is conveniently closer
 - e.g. when a water supply point is located in the village, women tend to collect more water
 - so the benefit is not in terms of the time saved but in better sanitation and health

3. Monitoring the impact of the intervention on Women

Positive impacts on women:

- ◎ Potential increases in **income**
 - time saved is used on productive/ social activities
- ◎ Reduced **headloads** carried
- ◎ Redistribution of **workload**
 - e.g. an animal-drawn cart is used by men to carry water or take the grain to the mill

Negative impacts on women:

⊙ Increased **travel time** and transport

- e.g. afforestation/ agro-forestry projects because the work is not equitably divided among women and men.

⊙ Preferences **ignored**

- e.g. the prioritised access need was for path improvement to the fields ... but a path was made to a district road (men's preference)

⊙ Impact on women's travel and transport **load need/** headloading

- due to their inability to afford to purchase/ hire the transport facilities

4. Ability to respond to data from monitoring and evaluation

④ Flexibility of planning

- alternative strategies available - if the intervention is having a negative impact
- e.g. if donkeys are not available for sale to take the produce to the market, can the village access road be improved to entice motorised transport to come to the village?

4. Ability to respond to data from monitoring and evaluation

⊙ No better alternative?

- district personnel must visit the site
- find ways with the villagers to keep the project on track
- involve women fully
- more equitable sharing of the tasks between men & women
 - so that all the free labour is not provided by the women alone!

4. Ability to respond to data from monitoring and evaluation

- ④ **Feedback mechanism** to link monitoring and planning
- ④ **Review plans** in light of information generated from actual implementation
- ④ Evidence of need to **adjust plans** or to make them more flexible is provided through monitoring
- ④ But! a good plan should define activities, objectives and targets that are **easy to monitor**