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Community Participation in Urban Infrastructure
Development: Experience from Bishoftu Town, Oromia
National Regional State

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This is to certify that the thesis prepared by Meskerem Legesse entitled Community Participation in Urban Infrastructure Development: Experience from Bishoftu Town, Oromia National Regional State which is submitted in partial fulfillments of the requirements for the degree of Masters in Public Management and Policy (MPMP) complies with the regulation of the university and meet the accepted standard with respect to originality and quality.

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ABSTRACT

The study aimed at analyzing community participation in urban road infrastructure development projects. To this end, the study employed mixed approach. Survey questionnaire was administered for 385 sample respondents that were selected using multistage cluster sampling. Key informant interview schedules were used to collect data concerning poor community participation and road infrastructure development in the City with purposively selected informants. Findings reveal that community participation is implemented in the town to fill the financial gaps of projects. The community is not participating in the entire project cycle. Participation in policy formulation, planning, implementation, maintenance and operation, and evaluation are not evident; and thus obstacle for substantive community participation. The study also found that there is poor communication and relationships among the municipality, kebele leaders that manage the project and the community. I.e. community participation is not institutionalized for permanent impact; this problem has affected the possibility for fostering institutionalized community participation in the City and hampered the synergy of the growing trend of participation in the development of the City. The study concludes that bottom-up approaches, building effective communication channel between the community, kebele leaders that manage the project and institutionalization of the growing trends of participation in the City is essential. Therefore, more capacity building strategies are required to promote community participation.

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ACRONYMS

BEFDO	Bishoftu Town economic and finance development office
CBOs	Community-based organizations
EIA	Environmental impact assessment
ILO	International labor organization
GDP	Gross domestic product
LDF	Local Development Framework)
LSPs	Local Strategic Partnerships
MOFED	Ministry of finance and economic development
MOH	Ministry of health
NGOs	Non-Government organizations
PPPs	Public-private partnerships
PRC	People's Republic of China
RID	Road infrastructure development
SDI	Spatial development Initiative
UMP	Urban management program

Chapter one: Introduction

1.1. Background of the study

Development is being considered in many parts of the World. Development encompasses economical, social, cultural, security and participatory decision making processes. In addition to the natural resources available, which is a core component of development, harmony and integration of all sectoral activities with friendly National as well as International Policies is a prerequisite for development (Medhin, 2002). However, many development programs implemented by the governments are often in conflict with the interest of the local people in many countries (Robertson, 1984). Thus, the path to positive changes has not been found easy for the past two decades. Some countries, community or affected population have witnessed serious resource damage and economic as well as social impoverishment as a result of development practices (Feleke, 1999).

One way of learning more about development in developing country is studying the reasons for failure. The success or failure of development in developing countries depends heavily on national contexts, policies and strategies. Most of development activities have been implemented in a compartmentalized manner and in some cases even without consultation of stakeholders. Additionally, any developing economy is also influenced by international conditions and policies of other country and international organizations (MOFED, 2010).

The presence, absence as well as the quality of urban infrastructure greatly affects the welfare of citizens and an efficient functioning of urban economy (Yirsaw, 2012). The deficiencies in urban infrastructure is a reflection not merely of absolute resource constraints at city level but also of constraints, related to the institutional arrangements of urban infrastructure services delivery” (World Bank, 1995). And the absence of responsible office could also a reason for the poor functioning of the existing efforts. In addition, population growth, rapid urbanization and inefficient infrastructural delivery system and low investment in the sector and bad governance are also identified as contributing factors that deteriorate infrastructure development (Cotton and Tayler, 1994; World Bank, 2003; as cited in Eziyi O. I., 2009). Therefore, responsible organization with ability to organize the community is needed to achieve viable results.

Community Participation is desirable in urban development interventions. Since the 1960s, the tendency has increased to give consumers a say in different aspects of community life in the field

of education, in health and welfare services and in urban planning and development on its diverse levels (Vraneski , 2005). The urban development programs will be much improved, only when the local community plays a vital role in its implementation. It is believed that community participation will enable communities to contribute towards designing acceptable and user friendly projects and make communities develop an interest in the operation and maintenance of projects.

To contribute effectively, infrastructure users must be provided with the basic right to self-help improvement, better security of tenure, organizational and technical support, an environment conducive to enabling and supportive policies, and a larger voice in the process of road infrastructure development. However, the potential contribution of community participation in the urban road infrastructure development is constrained by numerous factors such as the absence of secure tenure rights, inappropriate technical standards, rigid planning methods, time-bound project management requirements, and the absence of workable models (Schubeler ,1996). Community participation to be meaningful the final decision must be made by people at bottom level (Batten, 1994). However, the development of urban infrastructure like roads is under the responsibility of the local government in the city bottom-up approach is not given as a base for effective community participation, rather top-down approach is done by a decision given from the governmental office, and which will be imposed on the community.

Bishoftu is one of the cities existing in the Oromiya National Regional State. The city is located between $8^{\circ}43'1''-8^{\circ}45'1''$ N Latitude and $38^{\circ}05'6''-39^{\circ}1'-39^{\circ}01'$ E Longitude, covering a geographical area of 18,740 hectares as per the newly structure plan. Bishoftu Town is also located at a distance of 47 km from Addis Ababa at south east. The foundation of the city has been related with the construction of Ethiopia-Djibouti railway route in 1947 E.C (Bishoftu Town Administration, 2013).

The Town is found in East Shewa zone which is one of the 18 zones found in Oromia Regional State and geographically it occupies the central part of the region. The zone is organized in to 10 districts and Adama is the capital city of the zone. In the region there are important urban centers both at Oromia and the country level which includes Bishoftu Town (OUPI, 2009).

The first settlers were those engaged in the construction of the railway line. It is said that they were five French men and some Ethiopian co-workers. Immediately after the first settlers left the station, other workers who built the houses, which are currently used for residential, and office

purpose succeeded them. These houses became the first houses to be constructed at the present urban centre before the introduction of the railway transportation system. After the establishment of the railway station and the coming of the railway workers as permanent residents in the station, those Ethiopian laborers working with the French began to build their houses that gradually increased the number of houses and residents living in the town. After the establishment of the railway station and the coming of the railway workers as permanent residents in the station, those Ethiopian laborers working with the French began to build their houses that gradually increased the number of houses and residents living in the town. The demand for food supply by the new settlers facilitated the creation of economic link with the surrounding rural people who began to provide the settlers with locally made food. Gradually, the food suppliers started to live nearby the Town's settlers instead of moving to and from their homes. Therefore, this event marked the beginning of a permanent settlement by non-railway employees (Bishoftu City Administration, 2005). Bishoftu Town is one of the most expanding Towns in Ethiopia in general and in Oromia Regional State in particular and it is the city administration which is administered by the Mayor. Lack of involvement of the community remains critical in the city. Moreover, absence of clear organizational structures, functions and roles in the whole range of local government that enable both the development of these infrastructure and involving the community in this process is also a contributing factor.

Urban road infrastructure development strategies can realize their full potential only through active involvement and organization of urban people at grassroots level. The aim of community participation is to enhance the skills and capacity of communities by promoting their participation in the own development. Therefore, it is vital and timely to seek appropriate strategies that lead to deliberate actions on the part of the public and the private sectors to properly manage the relationships between urban road infrastructure development and community participation. Thus, this study conducted to analyze the practice, challenges and possible solutions of community participation in road infrastructure development in Bishoftu Town.

1.2.Statement of the problem

Since 2009, various efforts aimed at improving community participation in the development of urban infrastructure like road have been carried out by the local government. Offices of the local government like the Municipality and the *Kebele* are taking part in various stages of the local infrastructure development activities like, in planning, decision making, implementation, monitoring and evaluation. The '*Kebele*' administrations, which are close to the residents are playing a leading role in organizing of community participation efforts in the City. Nevertheless the efforts were highly fragmented and not well coordinated as well as community participation initiatives are conducted on campaign and unplanned manner according to the City Administration Report (2013). There is growing question whether there is frameworks and structures that enhance community participation programs, on the one hand and whether the existing efforts are institutionalized for promoting community participation and its sustainability, on the other.

Besides, the question of appropriate frameworks, structures, institutionalization, channels of communication and feedback do not seem to be adequate. The existing practice focused on the use of campaigns which are not sustainable. In effect, the problems described above have resulted in a waste of resources, damages to the trust between people and the public institutions and hampered the perceived effects of community participation in infrastructure development of the city.

There are few studies that are conducted about community participation in the country. Each of them focuses on their own area of interest of community participation. A study conducted by Ezana Haddis Weldeghebrael, (2011). tried to assess factors influencing affected group participation in urban redevelopment by taking Addis Ababa redevelopment of Senga Tera-Fird Bet I project. Another study was undertaken by Demelash Kassaye and Lisa D., (2013). with the main objective to examine securing communities for development through community policing in the Amhara National Regional State. Moreover, there is absence of research that was conducted on the community participation in urban road infrastructure development in Bishoftu Town. Therefore, the above problems beg me to conduct and analysis the practice, challenges and to give possible solutions to improve community participation for urban road infrastructure development by taking Bishoftu Town as a case study.

1.3. Objectives of the Study

The general objective of the study is to analyze community participation in urban infrastructure development at Bishoftu Town from 2009-2013. The specific objectives are to:

1. Assess the existing practices of community participation in urban road infrastructure development initiatives in the Town,
2. Analyze the procedures used by the local government to involve the community in urban road infrastructure development in the Town,
3. Examine the problems that hinder community participation in urban road infrastructure development in the Town.

1.4. Research Questions

The core research question of the study is does Bishoftu Town Administration participate the community for effective and sustainable urban infrastructure development? In line with the core research question the specific questions are:

1. What is the current practice of community participation in urban road infrastructure development initiatives in the Town?
2. What procedures are followed by the local government to participate the community in urban road infrastructure development in the Town?
3. What are the problems that hinder community participation in urban road infrastructure development in the Town?

1.5. Research Methodology

1.5.1. Study Area and Population

This study was conducted at Bishoftu Town. It has nine *kebele* and has the total population of 171,115. From these 51% or 87679 are female and the rest 49% or 84240 are male. This Town is selected because, it is one of the reform towns in the region which shows dramatic change in growing patterns from other town in the country. Furthermore, the researcher has background information about the area and for this found it more viable to focus on.

Currently, the total number of households in this town is 35,814. Therefore, the survey or study population or universe are those households living in the *kebele* and at the same time target population are those households'. In other words, the information is collected from those sample

households, *kebele* leaders that manage the project and City Administrator. Therefore, these samples were the unit of analysis for the purpose of this research.

1.5.2. Research Methodology

The study employed mixed approach. Mixed approach is an approach, which combines both qualitative and quantitative ones. Using mixed methodology help to minimize the weakness of single method and ensure the validity of gathered data.

1.5.3. Data Sources and Instruments of Data Collection

1.5.3.1. Data Sources

I used both primary and secondary data sources in order to collect appropriate data by employing different instruments of data collection that generate both qualitative and quantitative data sets.

Primary data was collected using systematically prepared questions which allowed me to produce a rich and varied data set in a less formal setting and a more detailed examination of experiences, feelings or opinions with selected key informants. The key informants are City Administrator, Kebele leaders and Employees of City Administration. Key informant interviews used in order to understand the perceptions of different stakeholders. Informal interactions and semi-structured questionnaires were used to gather data from households'. Desk review was made in order to supplement evidence from the primary sources. On the other hand, secondary data was collected through review of relevant literature from different sources and formats, including books, articles and other related research documents.

1.5.3.2. Instruments of Data Collection

The primary data needed for the study was collected using the following instruments:

1.5.3.2.1. Key Informant Interviews

According to Mikkelson (2005), Key informant interviews are interviews aimed at obtaining special knowledge and key informants are respondents, who are assumed to have special knowledge on a given issue. The information usually generated from key informants is of complementary nature. In this study, key informant interview was conducted to collect the

necessary data in order to make the study more complete. Both structured (systematically prepared questions) and semi-structured interviews were administered. Because using only one type of interview may lead to less rich data or information. Semi-structured questions were mainly used because they allowed me to go beyond systematically prepared questions. Moreover, the way respondents act and answer leads me to ask in different ways. Therefore, individuals who were expected to have background information on the community participation in the urban infrastructure development were contacted and interviewed. The potential respondents were Head of *Kebeles*, City Administrator and Employees of City Administration.

1.5.3.2.2. Questionnaires

I prepared questionnaires which have semi-structured (closed and open ended) questions and administered to collect a wide range of data from the households. The questionnaires were designed by me and administered by the same enumerators by training them. The questions were prepared in English language and translated into Afan Oromo language and administered by trained enumerators under direct supervision of me. The administration of the instruments was seriously supervised and more than half of it was undertaken by me in order to minimize errors. This specific instrument helps me to widen the size of the data for the study. All the respondents filled and returned the survey questionnaires 100% achieved.

1.5.3.2.3. Desk Review

In order to ensure the relevance of collected data, I undertook a detailed and extensive review of existing literature on community participation and road infrastructure development specifically in reference to road infrastructure development. This includes different websites, project reports and research papers.

1.5.4. Sample and Sampling Procedures

As suggested in Bartlett et al, 2001, The required sample size for this study is determined by using the formula below by considering the level of acceptable margins of error at 5% (or 95% confidence interval) :-

$$\text{If } N \geq 10,000, \text{ then Sample size} = n = \frac{z^2 pq}{d^2}$$

Where, N = population size

z = confidence level (95% = 1.96)

p = estimated characteristics of study population (0.5)

q = 1- p

d = level of statistical significance set/margin of error (0.05).

The size of populations are greater than 10,000. Therefore, sample size is the result of the above calculation :-

$$n = \frac{z^2 pq}{d^2}$$

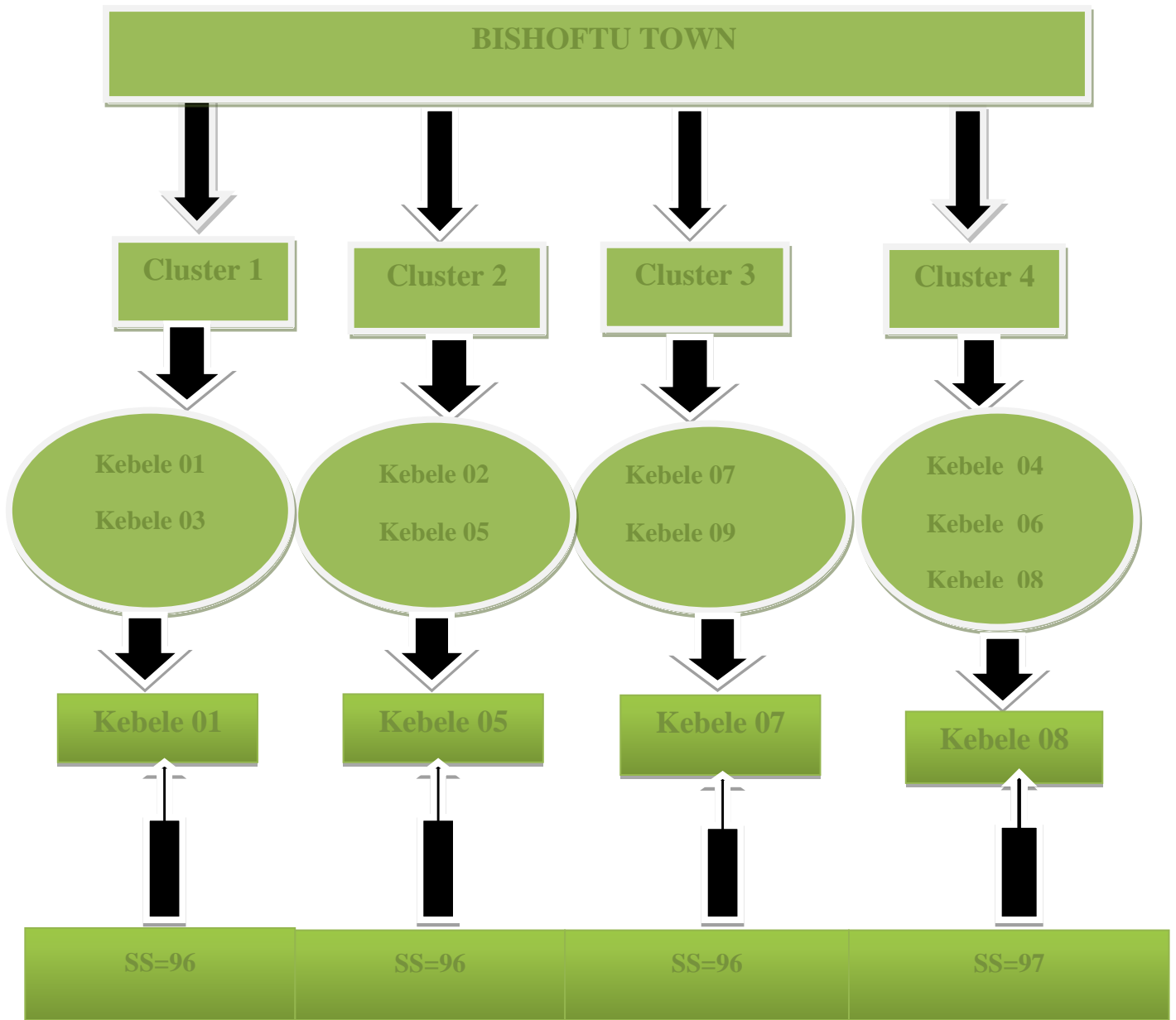
$$n = \frac{1.96^2 \times 0.5 \times 0.5}{0.05^2} = 385$$

Therefore, the sample size for this study was 385 respondents.

In this study the researcher used multistage sampling technique in order to select sample respondents from the given population. Given the nature of the study, multi stage sampling was preferable over the other techniques to select a representative sample size. In the first stage total population and performance achievement of each *kebele* was considered and taken as a defining variable in clustering the town's *kebele* in to some manageable size from which sample respondents are drawn.

Accordingly, the nine (9) independent administrative units were clustered in to four (4) manageable sizes. In the second stage, a simple random sampling technique was used and one (1) *kebele* was selected from each cluster. Totally 4 *kebele* (01, 05, 07 and 08) was selected as sample *kebele* from which households were drawn. In the third stage, 385 total respondents (96, 96, 96, and 97) respondents were proportionally selected from 01, 05 ,07 and 08 *kebele* respectively for the survey using random sampling.

Figure 1.1. Graphical arrangements of Sampled *kebele*



Source: field survey, 2015

Key informants were selected from Bishoftu Town administration, head of *kebele* and employees of city administration. These key informants were selected by using purposive judgmental sampling procedure, based on the knowledge and experience regarding the subject under study to elicit the necessary data.

Table 1.1 Selections of key informants

No	Targeted key informants	No. of selected key informants	Method of selection
1	Bishoftu Town Administrator	1	Purposive sampling
2	Head of <i>Kebele</i>	4	Purposive sampling
3	Employees of City Administration	2	Purposive sampling
Total		7	

Source: field survey, 2015

1.5.5. Data quality check

Adequate orientation to data collectors for one day was given. The collected data was kept confidentially. The data collection process, accuracy and completeness was carried on daily bases. The information collected was checked and cleaned. The Key informant interview was conducted by principal investigator with the assistance of tape- recorder.

1.5.6. Data Analysis and Interpretation

Based on the above two approaches descriptive method of data analysis was used. Descriptive methods of analysis was applied to describe and interpret the current practice, challenges and the major hindering factors for community participation in urban road infrastructure development in selected *kebele*. It was applied to examine the potential of community participation in improving road infrastructure development. In addition, the descriptive analysis enable to analyze the relationship between community participation and improvements in road infrastructure development in the town. In this method the researcher has no control over the variables and only report what has happened or what is happening. Also the researcher attempts to discover even when cannot control the variables.

On the basis of the assumed relationships between variables the data gathered through interviews was analyzed by narrating and describing the meanings and implications. In other words, data which are qualitative in nature was described, classified and concepts were connected with one another. The quantitative data was analyzed through simple statistical methods like, percentages and cross tabulations were made to facilitate meaningful analysis and interpretations of the research findings.

1.6. Significance of the Study

The achievement of urban infrastructure development heavily relies in the establishment of an efficient urban management system capable to steer conflict resolution, mobilize adequate resources and guide urban infrastructure development in a participatory manner..

In addition, the study was conducted on Bishoftu Town and has indicated the overall situation of community participation. It considered the practices, challenges and possible solutions for effective community participation in urban road infrastructure development and mechanisms for its improvement. Moreover, the study attempted to add some theoretical contribution on the literature concerning the issue of community participation in the urban infrastructure development and efforts to address the problems. This is enormous significance for the stakeholders to take the peculiar circumstances of the area into account in devising and implementing case specific intervention plans. So that they could work in collaboration with different stake holders that work on urban infrastructure development and community participation in the city. Besides, it gives an insight for policy makers and practitioner as well.

1.7. Ethical Considerations

It is clear that the ethical issue should be given due emphasis so that the harm done to the vulnerable groups like the local community is reduced. Every efforts are made to minimize this risk by communicating with concerned body. For the data collection process informed consent is necessary. Therefore, the participants informed that their participation is voluntary and they are free to quite the interview if they wish to do so. In addition to this, all the information obtained from the participants were kept confidentially.

1.8. Scope of the study

Community participation is important to create opportunities for the community to take part in different infrastructural development programs like road infrastructure, energy, water management and solid waste management in both rural and urban areas in order to improve the project's effectiveness, efficiency, quality, road coverage and ensure sustainability. However, to make it manageable and to complete within the time frame the study is limited in analyzing community participation in urban infrastructure development specifically road infrastructure the case of Bishoftu Town. Though there are different analytical and practical issues for discussion

on urban road infrastructure particularly, cobble stone and feeder or neighborhood roads of Bishoftu Town. Based on the focus of the research, most of the primary data was gathered from interviews with officials at various levels, survey questionnaires from households of selected *kebele* and desk review. Lastly, community participation and road infrastructure development assessed within the time frame of 2009 up to 2013.

1.9. Limitations of the Study

I had faced different challenges which have adverse effect on the results of the study. These are unable to get the necessary information, shortage of time and finance. In addition, lack of clearly documented information in the municipality (disaggregated data in the office due to poor record and documentation) was a problem. And finally, time for interviews and discussions with the key informant specially employees of City Administration were problem as they were often busy on endless meetings was another major constraint for the study. However, regardless of these challenges, I tried my best to overcome those challenges.

1.10. Organization of the Study

The study was organized into four chapters. The first chapter was introduction about background of the study, problem statement, objectives of the study, research questions, significance of the study, scope of the study, limitation of the study and the methodology. Chapter two, deals with review of related literature and documents. Chapter three focuses on data presentation, analysis and discussions. Chapter four offers some conclusions and recommendations based on the preceding analysis of findings. Finally, questionnaires and interview were attached as annexes.

CHAPTER TWO

LITERATURE REVIEW

Introduction

This chapter deals with different related literatures which are relevant for this study. In the very beginning, different definitions of community participation and the concept of urban infrastructure development was highlighted. Following it, interpretation of community participation and urban infrastructure development through community participation were discussed and then significance of community participation with its potentials and constraints, approaches and strategies of infrastructure development, overview of road infrastructure development and organizational requirements for infrastructure development were reviewed.

2.1. Understanding Community Participation

According to Sproule, (1996). community participation is

"...the process of giving people more opportunities to participate effectively, empowering people to mobilize their own capacities, be social actors rather than passive subjects, manage the resources, make decisions and control the activities that affect their lives".

The United Nations (1981), defines community participation as the creation of opportunities to enable all members of a community to actively contribute to and influence the development process and to share equitably in the fruits of development. Community participation is a complex mechanism, and in effect there is no single blue print. Hence, each area is characterized by different dynamics and demographics. This view is held whilst taking cognizance the fact that development does not occur successfully if beneficiaries are not part and parcel of the process of planning and implementation of the process.

Community participation is one of the key ingredients of an empowered community (Reid, 2000). Community participation occurs when a community organizes itself and take full responsibility for managing its problems. Taking full responsibility includes identifying the problems, developing actions, putting them to place and following through.

2.2. Understanding Urban Infrastructure Development

Infrastructure is one of the most essential structural elements of a city, without which a city would not be able to appropriately serve its citizens and stimulate economic activities. Moreover, infrastructure provides essential backbone support for socio-economic development in a country.

Infrastructure Development involves fundamental structures that are required for the functioning of a community & society. This is usually referred to structures like roads, water supply, sewers, electrical grids, telecommunications, renewable energy, and so on. Investment in infrastructure development can boost the economic growth. Particularly, in disaster affected areas, the reconstruction of essential public infrastructure is an important ingredient for recovery, sustained economic growth and poverty reduction. Infrastructure Development Program contributes to the rebuilding and development of physical infrastructure particularly in the disaster affected areas. It helps impoverished/disaster affected communities by improving their access to essential infrastructure, such as schools and houses; easing access to water supply schemes; employing local skilled and unskilled labors for construction work.

Led by Japan, East Asia is the most rapidly industrialized region of Asia. China, Hong Kong, Republic of Korea, Singapore and Taiwan are named the “five little dragons of Asia”. Their fast economic progress is largely attributed to the well-developed infrastructure base, especially in urban areas. Their economic growth has also led to an increased demand for more infrastructures. Infrastructure needs are also evident in other rapidly urbanizing cities in the Asia. Various types of physical infrastructure are required to provide services to people and for continuous improvement of quality of life (Perera & Sugandi, 2009).

2.3. Interpretations of Community Participation

There are two broad implications of community participation which are identifiable, those that view community participation as a means and those that view it as an end (Kumar, 2002). Community participation as a means or end is an issue which has bothered both development thinkers and workers. Community participation is used to achieve program objective. In this case participation is a means to achieve improve program result(Oakley, 1991). If people contribute their ingenuity, skills, and other resources, more people can benefit, implementation is facilitated, and the outcome responds better to the demand of the target groups (Moser, 1989).

According to (Burkey , 2000 as cited in Sibiya, 2010), the proportion of the second view often maintains that development for the benefit of the poor cannot occur unless the poor themselves control the process through the praxis of participation.

Kumar (2002) agrees that community participation as an end is self- mobilizing where the local people themselves are in total command. There is no doubt that meaningful participation is about achieving power: which is the power to influence the decisions that affect one’s livelihood.

Community participation is viewed as an end if it becomes a long-term process, the purpose of which is to develop and strengthen the capabilities of people in order to participate directly in development initiatives (Ibid). This comparative analysis will be presented briefly below:

Table 2.1 comparative analysis: Participation as a means or an end

Participation as a means	Participation as an end
Implies the use of participation to achieve some predetermined goal or objective	Attempts to empower people to take part in their own development
Attempts to utilize existing resources in order to achieve the objective of the project/programme	Ensures increased role of people in development initiatives
Common in government programmes, specifically for mobilizing community to improve efficiency of delivery system	More favored by Non- Governmental Organizations than by government
Stresses the achievement of the objective rather than the act of participation itself	Focuses on improving the ability of the people to participate rather than just achieve predetermined projects objectives
Participation take a more passive form	It is relatively more active and dynamic

Source: (Kumar, 2002).

2.4. Community Participation and Urban Infrastructure Development

“Community participation means readiness of both the government and the community to accept certain responsibility and activities. It also means that the value of each group’s contribution is seen, appreciated, and used. Mere tokenism or propaganda will not make participation meaningful” (Schubeler, 1996). Participation in infrastructure development is a process whereby people-as consumers and producers of infrastructure services, and as citizens-influence the flow and quality of infrastructure services available to them. It is important that participatory strategies build upon existing informal processes and community based infrastructure development, promoting them and linking them to formal systems. Participatory infrastructure development depends on voluntary relationships between two or more groups, actors, or stakeholders. This implies that participation is a two-way process; it is concerned not just with the inputs of beneficiaries to a project or program but with the interaction on a continuing basis

between beneficiaries, government, and others. Participatory relationships are voluntary and their effectiveness will depend on each stakeholder convinced that the process serves his or her interests (Yigzaw, 2005).

The impact of participatory infrastructure development extends beyond service improvement to include enhancing people's capacity to manage local affairs and interact more effectively with authorities and other partners. Participation is inseparable from empowerment. At the same time, participatory development requires inputs of time, organizational capacities, and other skills, which need to be both understood and supported by policy makers and infrastructure managers. Participation involves risks and costs as well as benefits. In the right circumstances, however the benefits of participation can far out weight the costs (Ibid).

2.4.1. Who are Participants?

It is important to note that the basic unit of decision-making and action regarding infrastructure development is always an individual or, in practical terms, a household. In addition to residences, infrastructure users include private enterprises and institutions. The engagement of infrastructure users in participatory activities depends upon their infrastructure related interests, and the extent to which these interests may be promoted through participation (Schubeler, 1996).

Community Based Organizations

Community-based organizations (CBOs), which are often formed when neighbors join forces to improve local security, housing quality, environmental quality, basic utilities, and social services, community leadership is very important to participatory infrastructure development. It plays a vital role in the organization of all forms of participatory infrastructure development. There are many types of CBOs and accordingly many kinds of leaders may be presenting a community: traditional or ethnic; tribal and/or religious leaders; leaders whose status depends on connections with external authorities; leaders representing political parties; and elected local officers and informal activists whose roles derive simply from their engagement on behalf of community interests (Ward and Chant, 1988 as cited in Yigzaw, 2005).

Non-Governmental Organizations

In recent years, development oriented NGOs have become increasingly effective in promoting practical approaches toward development problems. NGOs usually concentrate their support at the community level while at the same time seeking to promote improved communication and

cooperation between communities and government authorities. According to (Schubeler, 1996) Their specific contribution may include: awareness building and mobilization, strengthening the organization capacity of CBOs, provision of technical knowhow, enabling access to credit, establishing communication channels, and assisting communities to play a more active role in public planning and decision making processes.

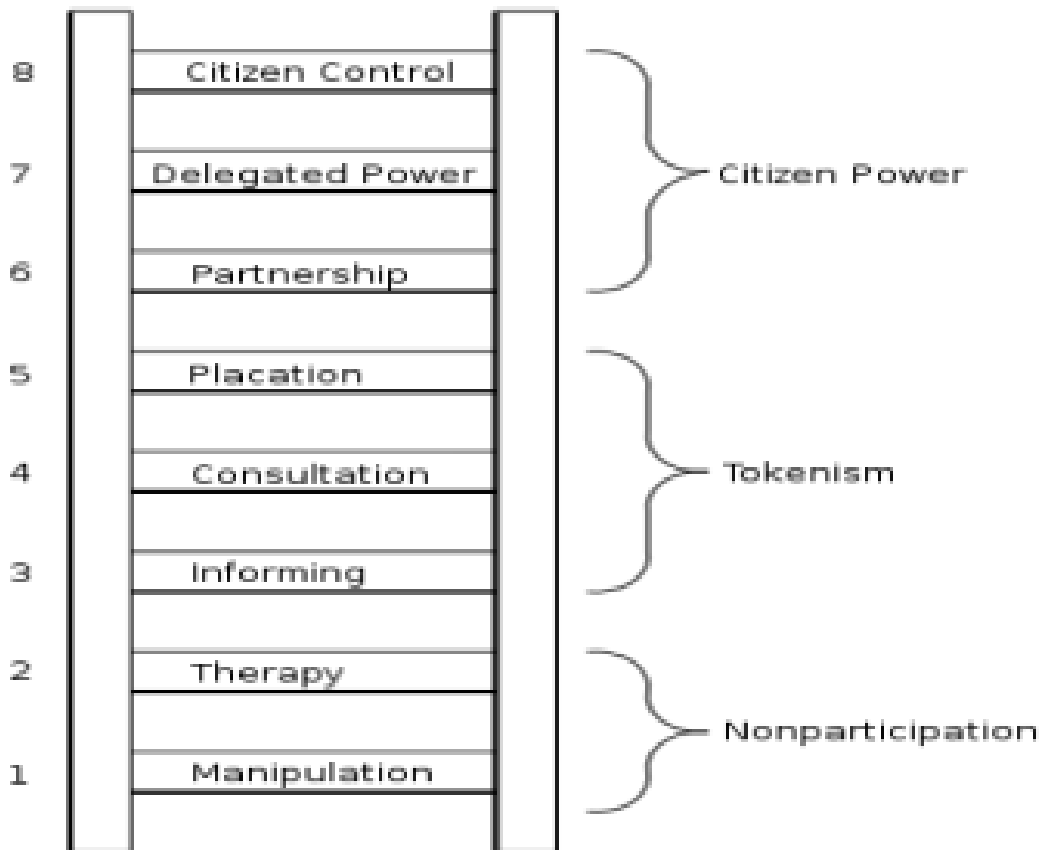
Local Authorities

The responsibility of local government authorities encompasses all infrastructure sectors, social services, and general urban economic and spatial development. However, according to (Schubeler, 1996), functions and interests differ somewhat between the technical (line) agencies responsible for the implementation and operation and maintenance of infrastructure facilities and services, and local political authorities responsible for overall urban management and development. These local political authorities are, in addition, politically accountable to the public.

2.4.2. Types of Participation

Eight levels of participation are arranged to the extent of citizens' power in determining the end products. (Aronstein, 1969), the bottom rungs of the ladder are Manipulation and Therapy which can describe as levels of non-participation that have contrived by some to substitute for genuine participation, and their real power is not to enable people to participate in planning or conducting programs, but to “educate” the participants. Rungs of informing and consultation that allow the have-nots to hear and to have a voice, but under these conditions they lack the power to ensure that their views will be heeded by the powerful, and “when the participation restricted to these levels, “there is no follow-through, no “muscle,” hence no assurance of changing the status quo.” And the rung of Placation is simply a higher level tokenism because the ground rules allow have nots to advise, but retain for the power holders the continued right to decide. Further up the ladder of Partnership enables the community to negotiate and engage in trade-offs with traditional power holders. In the ladders of Delegated Power and Citizen Control, the have-not citizens obtain the majority of decision making seats, or full managerial power. In spite of these the type of participation which exists in the study area is fall under the second category in tokenism particularly, informing and consultation that allow the community to hear and to have a voice, but they lack power to change the status quo.

Figure 2. 1: Arnstein's Ladder of Citizen Participation



Source: (Arnstein, 1969) , p. 262

2.4.3. Why Real Community Participation?

The reason for participatory approaches to urban infrastructure development planning and management can be roughly divided into two major groups. Firstly, it refers to people's rights that implies people have a right to be involved in affairs related to their own lives, they have a right to be involved in decisions that affect their day to day existence and their future. Secondly, a group of reasons is related to effectively and efficiency if the community is actually given the opportunity to actively participate in urban infrastructure development, this development is assumed to take place more effectively and efficiently (Fritschi, et al, 1991).

2.4.4. Factors Affecting Community Participation

The process of participation does not happen in a vacuum; hence it is subject to various influences which inhibit or facilitate its effectiveness (Oakley, 1991). This influence can be

categorized under structural, administrative, local and social factors. The following section will try to explain each category briefly.

Structural Factors

The political environment of a country is a critical factor for a successful participatory process. In country where prevailing ideology does not encourage freedom of speech and openness rather state of affairs is dictated by a government, it is difficult to undertake a genuine participation (Oakley, 1991). Participatory planning further, demands decentralized and horizontal administrative system in order to give room for local actor to involve in decision making. On the other hand, a centralized government structure that gives little room for local decision making will minimize the possibility of authentic participation since decisions flows from top to down without involvement of local actors. The other structural factor is political interference on local projects and programs by the ruling party to co-opt the direction of the intervention for their political benefit (Ibid). It is important to note that decentralization in terms of decision making over development and finance is a crucial factor in facilitating genuine stakeholder participation. However, decentralization needs to be supported by accountability, transparency and participatory institutional arrangement of the local government (van Dijk 2006). All these show that how much the structural political factors are important to realize genuine local level participation.

The other most important structural factor is political will and commitment of government officials at all level. The fact that the legal frameworks are put in place does not guarantee genuine participation, rather government officials need to be convinced that stakeholders should have to have a say in matters that affect them and need to be committed for the realization of authentic involvement of relevant actors in decision making. Therefore, it is important to put in place enabling regulatory frameworks at national, regional and city level that stimulates and rewards participatory decision making by urban stakeholders (Pieterse, Urban Management Program 2000).

Local Government Level Factors

According to the urban management approach the major objective of local governments is facilitating stakeholder involvement in decision making and overall urban development (Van Dijk, 2008). However, in praxis there are several factors at the local government level that affect, positively or negatively, the quality of participation. The major factor that affects the process of

participation by local governments is the availability of resources. Participatory process demand additional resources in order to address the social and economic needs of stakeholders. However, in most cases local governments' resources do not match their ambition to participate and often justifying additional expenditure is difficult (Lowndes, et al, 2001a).

Another factor that affects participation is the level of emphasis given to the hard and soft issues of development plan. In many development projects a *hard issues* (technological, financial, physical and material) are considered important for the success of the project than the *soft issues* (stakeholders involvement, decision making procedure, capacity building, organizational development and empowerment) (Moser, 1989).

It is important to note that not all stakeholders have equal voice; there are some groups who can have better capacity to make their points heard. This might be due to their relative economic, social and political capital they possess, however, the local government need be able to prevent domination of these groups in order to ensure the voices of *silent majority* heard (Jenkins, et al, 2002). The attitude of planners and officials towards the inputs of other stakeholders are the other critical factors that affect participation at the local government level. Most often planners, professionals and local government officials view the inputs of communities and activists as banal and which lacks technical knowledge. This would affect the stage that other stakeholders participate. Most often local governments go for consultation with the public after the framework of the planned intervention is established. Therefore, the stage of participation is also another critical factor in determining the quality of stakeholder involvement.

The motivation of governments or agencies to involve stakeholders in decision making is also another factor that affects participation (Davidson, 2005).

It is important to note that political commitment and appropriate regulatory framework are not enough. Participation also presents human resource challenge to local governments by requiring additional professional staff, particularly expertise of facilitation, communication and negotiation skills (Innes, 2004). Furthermore, the institutional arrangement of the program or project need to be arranged with strong link with parent institution and coordinated with other stakeholders in an integrated, flexible and demand responsive manner (Imparato & Ruster, 2003). Local government officials and planners need to make sure that their call and proposals need to be communicated to all stakeholders and they also need to use language which comprehensible by

all stakeholders in order to avoid mistranslation, miscommunication and misunderstandings (Glicken, 2000).

Community Level Factors

The major factor affecting the quality of participation at the community level is the level of dependency of residents on government. In many third world countries people are accustomed decision and initiatives to their leaders. However, several other community level factors perpetuate this mindset. Community organization is one of them. The existence of a strong community organization facilitates participation. The effectiveness of community organization is dependent on committed and skilled leadership, which is supported by the community. The absence of this leadership and community organizational skills is one of the factors that makes communities to be incapable of active involvement in a participatory process (Oakley, 1991).

The other factor, which perpetuates public dependency for decision making, is community educational level and access to information. Many researchers have showed that planning systems implicitly favored to the well educated and informed ones (Jenkins, et al, 2002). However, it is important to note that these feelings are results of the experiences lack of consideration of the views of the public in planning processes (Oakley, 1991).

Most urban areas are composed of heterogeneous groups in terms of language, tenure, income, gender, age, politics, and many other factors. This diversity will give rise to different interest and different vision for future development, which sometimes be conflicting and can be achieved at the expense of the others. This scenario will be exacerbated by selective participation of the powerful, the wealthy or the more articulated ones against the weaker section of the community. In most cases governments and development agencies work with leaders of community based organizations or representatives of the community, which usually might not actually reflect the needs of the poorer and the marginalized sections of the population like women, the poor, ethnic minorities, etc (Botes & van Rensburg, 2000). This will affect the representation of the different groups which in effect lowers the effectiveness of the process in incorporating the needs of all actors involved. Generally, the deficiencies in urban infrastructure development in the cities of developing countries are a reflection not merely of absolute resource constraints but also of other constraint, particularly the institutional arrangements of urban infrastructure services delivery” (World bank, 1995). And the absence of responsible office could also a reason for the poor

functioning of the existing efforts. Therefore, responsible organization with ability to organize the community is needed to achieve viable results.

2.4.5. Levels and modes of community participation

The seven levels of community participation as highlighted by (Theron, 2005) are as follows:

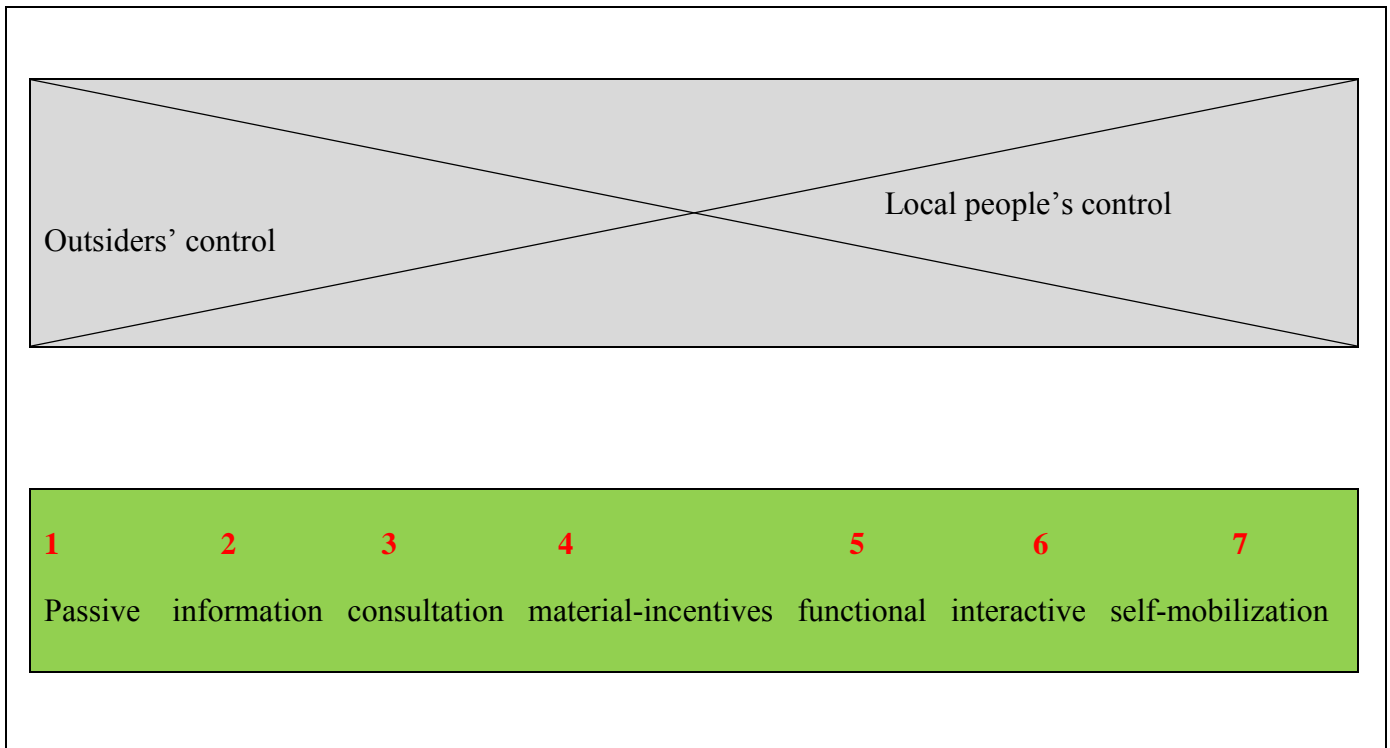
Passive participation:- People “participate” by being told what is going to happen or has already happened. Participation relates to a unilateral top-down approach by the authorities. The information being shared belongs to outsiders or professionals. According to(Kumar, 2002), Passive strategies very often involve a one-way flow of information from the planners to the public. Second, Participation in information giving. This level does not constitute community participation because they merely require the community to judge a finished or almost finished product. People participate by answering questions posed in questionnaires or telephone interviews or similar public participation strategies. The public do not have the opportunity to influence proceedings as the findings of the research are neither shared nor evaluated for accuracy. Third, Participation by consultation. People participate by being consulted as consultants/professionals/planners and external officials listen to their views. The professionals define both problems and solutions and may modify these in the light of the people’s responses. The process does not include any share in decision-making by the public, nor are the professionals under any obligation to take on board people’s views. Forth, Participation for material incentives. People participate by providing resources, for example labor, in return for material rewards. This helps to reduce overall costs, and participants in return receive a resource (Nampila, 2005). Fivth, Functional participation. People participate in a group context to meet predetermined objectives related to the project, which may involve the development or promotion of externally initiated social organizations. Such involvement does not tend to occur at the early stages of project cycles or planning, but rather after major decisions have been made. These institutions tend to be dependent on external initiators and facilitators, but may also become self-dependent. Sixth, Interaction strategies. People participate in a joint analysis, the development of action plans and capacity building. Participation is seen as right, not just the means to achieve project goals. And lastly, Self-mobilization strategies. People participate by taking initiatives independent of external institutions to change systems. This bottom-up approach allows people to develop contacts with external institutions for resources and the technical advice they need, but they themselves retain control over how resources are used. Such

self-initiated, bottom-up and self-reliant mobilization and collective actions may or may not challenge an existing inequitable distribution of wealth and power.

According to (Nekwaya ,2007), the route to effective community participation would depend on selecting the right combination of approaches. However, this would determine whether the community authorities actually allow the community to participate and make its own decisions. It is also important to understand the modes of participation as, these overlap with the levels of community participation, and are necessary for community participation. (Theron, 2005) highlights these modes as follows:

Anti-participatory mode where community participation is considered as a voluntary contribution by the community to a program/project, which will lead to development, but the public is not expected to take part in shaping the program/project content and outcomes. The next one is manipulation mode in these case community participation includes community involvement in decision making processes, in implementing programs, sharing in the benefits and involvement in efforts to evaluate such programs. Where as in incremental mode community participation is concerned with organized efforts to increase control over resources and regulate institutions in given social situations for groups or movements excluded from such control and finally in the authentic public participation mode community participation is an active process by which the community influence the direction and execution of a program with the view to enhancing their well-being in terms of income, personal growth, self reliance or other values which they cherish. The figure below shows how the levels and four modes of community participation discussed above can be combined to view where a “participation process” lies on the continuum and whether it progresses from passive participation where people are “told what to do”, perspective to self-mobilization, where “people are in control of processes.”

Figure 2.2 A spectrum of public participation – seven typologies



Source: Kumar (2002).

2.5. Significance of Community Participation for Infrastructure development

In the conventional sense of participation, users often contribute to the planning and implementation of infrastructure development projects. Even more important than project-based activities are contributions made by residents of informal settlements, who join with their neighbors to construct footpaths and drains, organize community level services, and petition the government for improvements to infrastructure. In most cities in developing countries, the dramatic pace of demographic, economic, and social change severely overburdens the capacity of local authorities to provide urgently needed infrastructure services. In fact, the challenge of providing adequate service cannot be met through investment in technical facilities alone; the required funding is just not available and the needs and problems themselves are evolving too rapidly. In these circumstances, service provision depends very much on an efficient organization of service delivery processes and the best possible use of available material and human resources. It is mainly a question of management, which calls for active cooperation between agencies and infrastructure users, as well as private sector actors (Yigzaw, 2005).

2.5.1. Potential and Constraints of Community Participation

The potential benefits of participation have been discussed in relation to the specific interests of each stakeholder. However, it is important to recognize that participation, as any process of socioeconomic development, involves costs and risks as well as benefits. Beneficiary contributions to development projects, informal processes of service improvement, and people's cooperation in infrastructure development are all forms of user participation. In this sense participation in developing countries is already an important factor in urban infrastructure developments. However, the potential contribution of participation is not being realized due to numerous constraints (Schubeler, 1996).

2.5.1.1. Potential of Participation

Experience with participatory infrastructure development demonstrates that community-based organization and infrastructure users can make important contribution to the provision and operation and maintenance of infrastructure systems. Benefits derive not only from cost reduction and resource mobilization, but also from better targeting of project measures to peoples' real needs through their involvement in the planning phase. Furthermore, participation enhances the "ownership" of the facilities by the user community and thus ensures more extensive and efficient use of facilities, better maintenance, and more reliable operation.

2.5.1.2. Constraints of Participation

In spite of the apparent advantages of participatory approaches to infrastructure development, it is fair to say that participation is employed to a quite limited extent by municipal authorities and infrastructure development projects. The reasons for this may be traced to legal, regulatory, and technical constraints, as well as to inappropriate policies and the absence of required management capacities at the municipal and community level.

Legal constraints is the constraint of participation in which the residents of informal residential areas do not possess legal title to their plot constitutes an important constraint to their participation. In addition to these Regulations and technical standards which municipal governments apply to infrastructure construction also constraints to participation. Full compliance with prevailing infrastructure service regulations and standards often raises the price of infrastructure services beyond the means of low-income households. In most cases of

successful participatory infrastructure development, introduction of low-cost technical solutions is essential to project success. Lastly, Prevailing planning methods and procedures often hinder participation in infrastructure development. Employing a sectoral master plan, conventional planning which is a top-down process that focuses on the desired future state of a single infrastructure sector hampers participation. By contrast, the bottom-up participatory planning approach begins with present needs and priorities, and takes an integrated view of all service sectors in a particular location or place promotes as per (Peterson et al.1994). Besides planning methods, the administrative procedures and practical interests of external support agencies often restrict the scope of participatory infrastructure development.

2.6. Approaches to Infrastructure development

2.6.1. Local Resource-Based Approach

A local resource-based approach applies a cost-effective use of local skills, enterprises, labor and materials in the infrastructure delivery process. The process optimizes the social and economic impact of investments in infrastructure by ensuring that these investments are channeled through the local economy, so creating job opportunities and stimulating local markets, entrepreneurship and industry while safeguarding cost effectiveness, quality and sustainable asset delivery. Opting for local resource-based technologies is logical and suitable when:

- Government development objectives aim to generate employment and income opportunities for the local population and domestic construction industry
- The infrastructure concerned requires relatively modest investments, e.g., rural roads, secondary and tertiary irrigation channels and small and medium-scale structures
- Local resources including labor, skills, enterprises and materials are available
- Scarcity of foreign exchange makes the use of imported inputs an economically unattractive option
- A significant proportion of the population is un- or under-employed
- Wage levels are low.

Benefits of a Local Resource-based Approach

Experience in African and Asian countries has shown that this approach to infrastructure (re)construction and maintenance enables higher delivery and maintenance rates of basic infrastructure assets and services essential for socio-economic development such as vital access

roads, water supplies, markets and health facilities with the same level of investment and at comparable or better quality standards, creates jobs, particularly for the unskilled, poorer men and women within the community. This results in the injection of incomes into the local communities, with the immediate effect of increasing their purchasing power. This, in turn, results in improving living standards such as improved diets, ability to access socio-economic amenities such as schools, clinics, etc. Besides it stimulates local entrepreneurship, community participation and local economic development with important income distribution effects and enables the involvement of the local private sector and industry, that is, contractors, suppliers and manufactures of local materials, tools and equipment. Hence nurtures and develops the local construction and manufacturing industry, retains investment locally and saves on foreign exchange required for foreign imports. Furthermore, it has paramount significance in developing skills in the delivery process that can be used in other income generating activities, as well as in subsequent maintenance works, offers opportunities for employment creation, social reintegration, and the stimulation of local socio-economic development in countries emerging from either man-made crises or natural disasters. In such countries governments have few macro-economic tools at their disposal to revive their economies and to enable economic and social recovery. Public investment in infrastructure provides one such tool.

Has a measurable direct and indirect impact on variables such as GDP, private consumption, private investment, balance of payments, public revenue, and even imports. There is, in reality, nothing new in these findings: public investment is known to be an effective tool to lift people out of poverty when a country is facing impoverishment of a sizeable proportion of the population. Major public works programs were used to reign in widespread poverty in the United States in the 1930s, in Europe in the 1950s (the Marshall plan), and, more recently, during the 1980s- 90s by the three Asian countries most successful in reducing poverty/recovering from economic downturn (China, India and Indonesia) (ILO, 2010).

2.6.2. A New Infrastructure-Led Regional Development Approach

The New Regional Development Program and The Spatial development Initiative (SDI). SDIs are programs designed by the public sector in partnership with the private sector, most often found in Africa. The programs span several nations. The public sector commonly identifies specific and usually large potential “anchor projects” along a transport corridor. These anchor

projects are usually opportunities for private investment. These projects act as catalysts to economic growth in the corridor's region. In addition, the public sector attempts to remove constraints to private-sector investment, business development, and promotes the development of public-private partnerships (PPPs). The governments often use PPPs to involve the private sector in expressway maintenance (and sometimes, initial construction) in return for a questionable. Second, the EWEC does not adequately address the inclusion of traditionally excluded stakeholder groups such as the poor and women. In order to address the need for regional planning throughout Asia, it is critical to implement programs that aggressively promote poverty alleviation. SDIs nor the EWEC nor many other corridor development projects do not adequately address poverty alleviation or look closely enough at stakeholder groups' gains and losses for the projects related to the programs. Both the People's Republic of China (PRC) and India are developing massive tolled expressway networks that are a key factor behind those nations' rapid economic growth. Both nations have experienced a sharp drop in the absolute number of people in poverty and extreme poverty. Yet, the income distributions in both countries are now much more unequal and the absolute number of people in poverty remains high. Neither country has adopted an adequate corridor development strategy to promote growth in the regions surrounding the new expressways.

The inequality of income distribution can be the cause of numerous social ills, and political instability. We propose our *Infrastructure-Led Economic Development Corridor Program* primarily to correct for the problem of unequal regional development. A necessary condition is that the top national leaders of the countries spanned by the corridor aggressively move the program forward. Provincial and other local government units must also do the same. A donor-driven program may not succeed because of the lack of strong support from the region's politicians and governments. For example, institutional weaknesses often dampen the resolve of the top leadership, and this reduces the effectiveness of corridor regional development plans.

Such weaknesses arise from political instability, institutional issues between national and provincial governments, or a lack of capacity. The lack of coordination between city-level municipalities and district governments can result in ad hoc project implementation, which creates misunderstandings and confusion between both the public and private parties involved. This is where the role of a regional coordinating authority becomes clear.

2.6.3. A steps Approach to Infrastructure Planning and Delivery

It offers a way in which people in local authorities and Local Strategic Partnerships (LSPs) can work together to achieve the right level of infrastructure delivery. It could be used as part of as the LSP Resource overview process and the Local Development Framework (LDF) Core Strategy evidence base. The Approach suggests ways of establishing effective processes and structures where none currently exist and of enhancing those which are in existence. Whilst this approach primarily deals with the local approach to infrastructure planning some of the steps identified will need to be delivered jointly with other areas and some may require a regional resource for implementation which may provide a good basis for the sub-regional working across agencies.

It is important to note that this approach is just one way of approaching infrastructure planning and delivery it is not a set procedure it needs to be considered as a whole and not necessarily in a sequential way-you don't have to start at Step 1 -use the approach as appropriate to local circumstances and you may chose not to follow all the steps or all parts of the steps. Some steps will already have been completed locally or there will be existing work that can be used. The 'how to get started' bullet points are a range of suggested activities not a checklist of prescribed actions. The provision of resources and examples given are indicative and not meant to provide templates (Ibid). These approaches of infrastructure development has their own advantages and short comings. By considering these, I recommended the first approach that is local resource-based approach because, it optimizes the social and economic impact of investments in infrastructure by ensuring that these investments are channeled through the local economy and enables higher delivery and maintenance rates of basic infrastructure assets and services essential for socio-economic development such as vital access roads, water supplies, markets and health facilities with the same level of investment and at comparable or better quality standards and creates jobs, particularly for the unskilled, poorer men and women within the community.

2.7. Strategies of Participation for Infrastructure Development

Participation exists in a wide variety of forms, ranging from government involvement in community-based development activities to people's participation in government-directed management functions. (Schubeler, 1996).

The four basic participatory strategies of infrastructure development encompass a range of cooperative relationships or partnerships between the parties concerned. As in any partnership, the basic purpose is to create mutually advantageous interactions and synergy in which the strengths of one partner balance the weaknesses of the others; together, partners should be able to achieve results that would not have been possible independently. It must be stressed that the value of participation derives not only from mobilizing additional community resources but, more importantly, from the greater effectiveness with which available resources are used. The primary objective of a participatory strategy is therefore to establish an appropriate basis for this division of tasks and responsibility; in other words, to frame the partnership in such a way that it is clear who should do what, and how the various activities will be coordinated (Yigzaw , 2005). Four main strategic approaches are identified according to (Schubeler, 1996).

2.7.1. Community-Based Strategies

These strategy constitute the most elementary form of participatory development. The frame of input for development is the community itself. The main objectives are to support the local development of infrastructure services; enhance community groups' capacity to manage service development; and enable these processes through appropriate changes in the legal, technical, and policy context. The principal strength of this approach derives from creative learning and the community potential for self-organization. However, this bottom-up, community-based approach also faces inherent difficulties in linking locally developed infrastructure systems to municipal networks. The approach is seldom able to mobilize more than a modest volume of resources.

2.7.2. Area-Based Strategies

Area-Based Strategy are the common forms of government-directed programs for participatory infrastructure upgrading. Rather than a social group, a particular residential area constitutes the frame of reference of development efforts. Programs involve beneficiaries at various stages of the development process, and the typical measures include awareness building, community participation in demand analysis and the choice of solutions, and mobilization of resources for implementation and operation and maintenance. This approach is well suited for ensuring more effective linkages between local level development and municipal systems, however, loss of community "ownership" and poor cost recovery are common problems face.

2.7.3. Functionally-Based Strategies

Functionally-Based Strategy employ the functional structure of the infrastructure system as the frame of reference for organizing development inputs. The main objectives of this approach are first to designate areas of responsibility within which each stakeholder may pursue particular interests and exercise capacities, and second to establish effective collaboration between these various domains. Typically, a community group will take responsibility for managing and financing “internal” activities such as local garbage collection, while the municipality will ensure the “external” tasks such as on ward transfer and disposal of waste materials.

2.7.4. Process-Based Strategies

Process-Based Strategy takes the entire process of infrastructure management as their frame of reference. The basic objective is to improve the efficiency, demand responsiveness, and accountability of infrastructure service management through a general decentralization of delivery processes. Decentralization implies a double movement of, on the one hand, devolving decision making processes and operational responsibility to more local bodies and, on the other hand, opening management functions at each level to the exchange of information from ‘below’.

2.8. Overview of Road Infrastructure Development

Road infrastructure is a major catalyst for the physical and socio-economic development of a country's Gross Domestic Product; as the movement of people, labor, goods and services depend mainly on it. In the traditional procurement system, the public sector (government) assumes all the responsibility for developing a road project, and bears most of the risks associated with its operation and maintenance. Hence, road infrastructure has been managed as a social service for the good of the public. However, managing road network today appears to have become increasingly challenging for all governments as demands increase and resources are limited. In this respect, many countries around the world are now exploring a wide variety of approaches in engaging other actors in the delivery of road infrastructure. Road infrastructure development covers the use, operation, maintenance, or construction of new roads. It has been described as the process of maintaining, improving and optimizing the overall performance of the road network and all its elements(Ezekiel, 2014).

2.8.1. Mechanism for Supporting and Financing Road Infrastructure development

There are different mechanisms used for supporting road infrastructure development. To mention a few; Political will is a prerequisite for the normal operations of financing of infrastructure activities and governance and participation from all parties is necessary. Furthermore, infrastructure development should be incorporated in the supporting framework for coordination and management (Magidu and Abu, 2009). Beside these creating common vision or strategic framework, commitment in leadership, availability of potential revenue source, political willingness, coordination and management are the key elements in financing of urban road infrastructure development (Ibid).

2.9. Community Participation and Road Infrastructure Development in Ethiopia

2.9.1. Community Participation

In Ethiopia, as like other developing countries community participation for development is also implemented for many years. Participatory road infrastructure management calls for an appropriate organizational basis for the partners, a clear division of tasks in line with the interests and capacities of each partner, adequate communication channels between participants, and a favorable policy context. Due to these facts government and policy makers are beginning to recognize the importance and role communities can play and efforts are being made to allow them to become more involved in the process of urban infrastructure development. However, the potential contribution of community participation is constrained by numerous factors such as the absence of secure tenure rights, inappropriate technical standards, rigid planning methods, time-bound project management requirements, and the absence of workable models (Foster&Morella, 2010).

2.9.2. Road Infrastructure Development

Developing and improving the country's road network and building the capacity of road authority so as to manage and administer the road network were the main objectives of road sector development plan. During 2010/11 several new road construction, maintenance of roads, rehabilitation and upgrading works have been carried out by the Federal, Regional and Woreda level governments of the country and other development partner. In addition, design, feasibility study, environmental impact assessment (EIA), civil service reform, and capacity building activities were accomplished. During 2010/11 the physical accomplishment of federal roads was above the level planned for the fiscal year except the construction of new roads.

The accomplishment of road sector has contributed a lot for the economic growth and poverty reduction registered in the country by both encouraging economic transactions and providing employment. As a result of road construction and maintenance activities, it was possible to create employment for peoples (MOFED, 2012).

Road sector has encountered certain problems including increased cost of construction, delays in construction and low competition among bidders and contractors in the sector. The road sector was highly affected by the general increase in the cost of road construction. As a result of the inflation, lower competition among the bidders, slow performance and delays in construction, the cost of asphalt and gravel road per kilometre increased by 56% and 49%, respectively. The capacity at regional and woreda level to effectively organize and implement road sector development program has been very low. The domestic contractors participated in the construction and maintenance had no sufficient financial and technical capacities. As a result, there have been delays in the bid process and construction of roads. The government is currently taking measures to reduce the problem by (1) building the capacity of regional and woreda level road authorities, and contractors at federal and regional levels; (2) providing advance sufficient payment to contractors; and (3) providing training to supervisors and advisors involved in the road sector (Ibid).

2.10. Organizational Requirements for Infrastructure development

(Vives and Chrisney 1995 as cited by Yigzaw, 2005), “Basic goals of an infrastructure strategy are to expand coverage and improve the quality of services. Clearly, the relative importance of each of these goals will vary according to the state of infrastructure development. Yet, regardless of which goal is given priority, governments must establish the appropriate institutional and legal framework, paying careful attention to the incentives created by the regulatory and management arrangements in infrastructure Development.” Participatory strategies must determine whether development activities should be channeled through existing organizations or whether new organization needs to be established at the community and/or government levels. The need for new organizations will depend upon the tasks and responsibilities to be authority.

2.11. Conceptual Framework

Community Participation is desirable in the urban road infrastructure development interventions. However, in order to realize a genuine participation there are factors which hinder the participation of the community in the projects. Based on the literature and consideration of

practical experiences, the researcher develop conceptual framework which is very essential and useful to identify and describe the variables that affect community participation in urban road infrastructure development. These variables are planning process, communication channels, capacity, community organization and structural arrangement. The process in turn is measured in terms of effectiveness, efficiency, sustainability , quality and road coverage.

Figure 2.3. Conceptual Framework of the Study



Source: Developed by Author

CHAPTER THREE

DATA PRESENTATION AND ANALYSIS

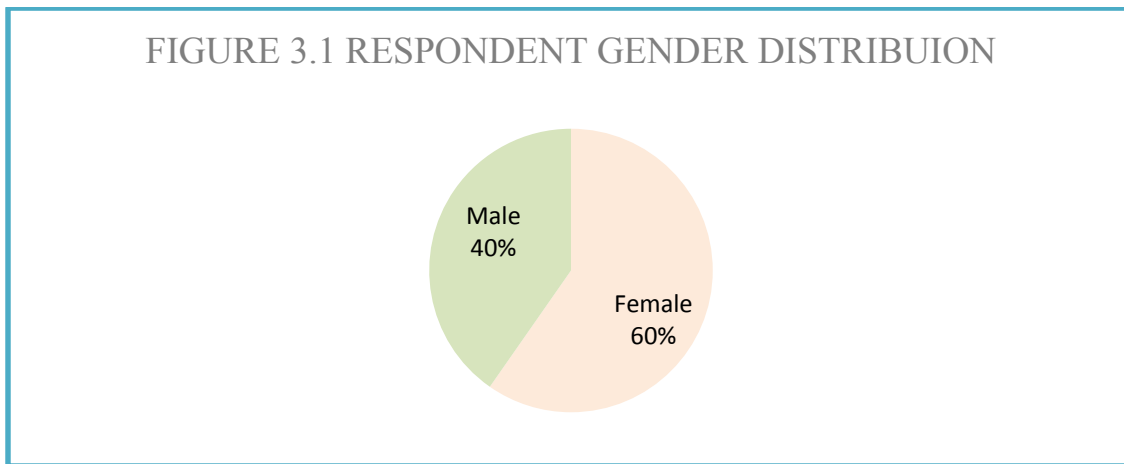
Introduction

This chapter dealt with presentation and analysis of the data collected through survey questionnaire and key informant interviews. Besides, different secondary sources were accessed. The questionnaires were collected from residents of the selected *kebele* of Bishoftu town. The key informant interviews were conducted with the concerned department in the municipality and *kebele*. The points which were going to be raised were the practice of community participation, its challenge and solutions to improve road infrastructure development. The findings of the study were mainly presented in the form of tables, pie-charts, bar charts and percentages.

3.1. Demographic characteristics of the respondents

Description of the demographic characteristics of the respondents gives some basic information about the sample population involved in the study. It gives an indication towards respondent's sex, age group, educational status or educational background, marital status, period lived in the area and job/occupational status. The selected respondents have varying demographic backgrounds.

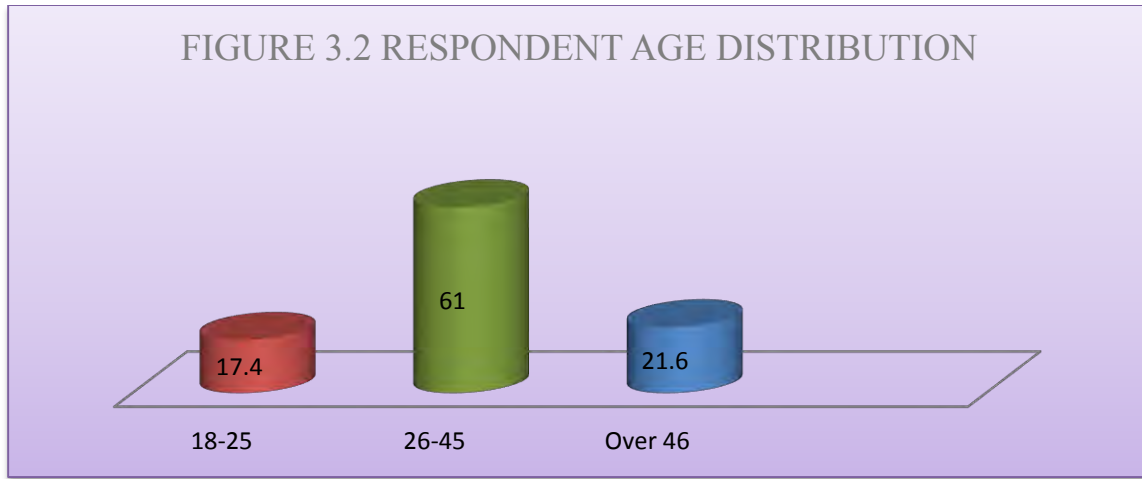
Figure 3.1. Distribution of respondent based on gender



Source: field survey, 2015

The above figure 3.1 shows that about 155(40%) of the total sampled respondents are male while the remaining 230(68%) are female. This indicates that female respondents profile dominate the personal profile of the respondents.

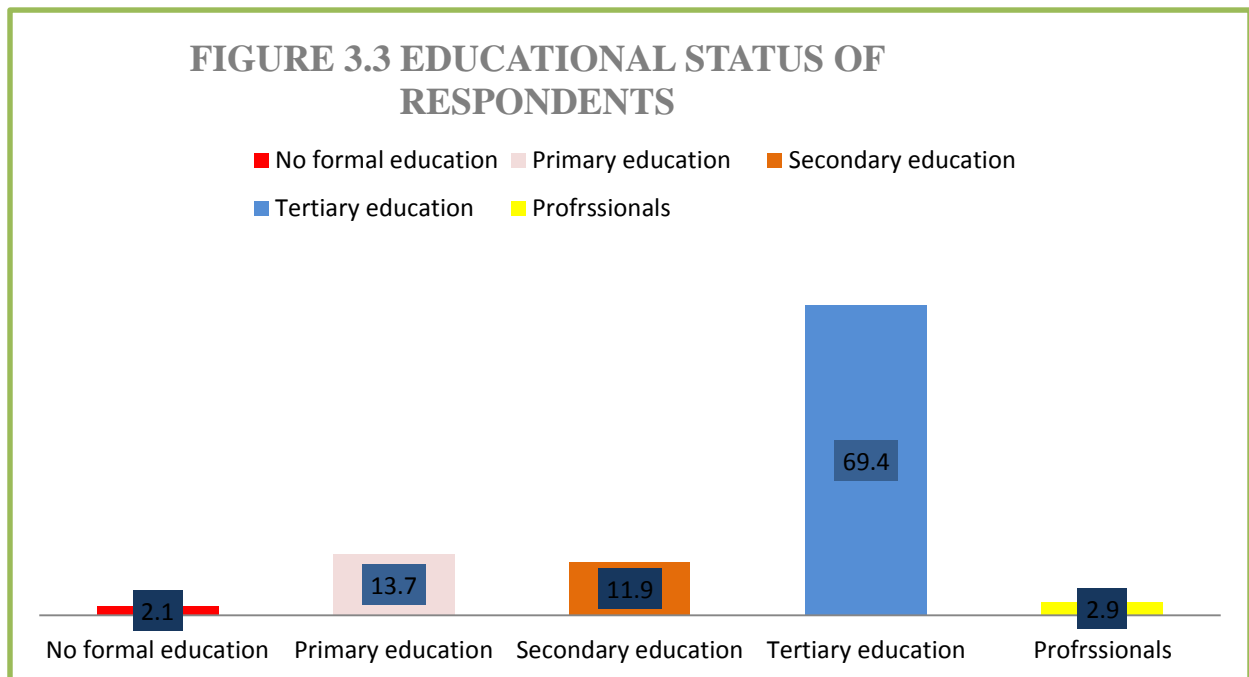
Figure 3.2. Distribution of respondent based on age



Source: field survey, 2015

Figure 3.2 above illustrates the age group of the respondents; middle age respondents in the age group between 26-45 takes a major share which represents 235(61%) of the total sample respondents, followed by age group over 45 which accounts 83(21.6%) of the respondents. While, the remaining 67(17.4%) of the respondent is found below 25 age group. Since the majority of the respondents 235(61%) were in the mid age group (26-45), their responses can be considered mature.

Figure 3.3. Distribution of respondent based on educational background



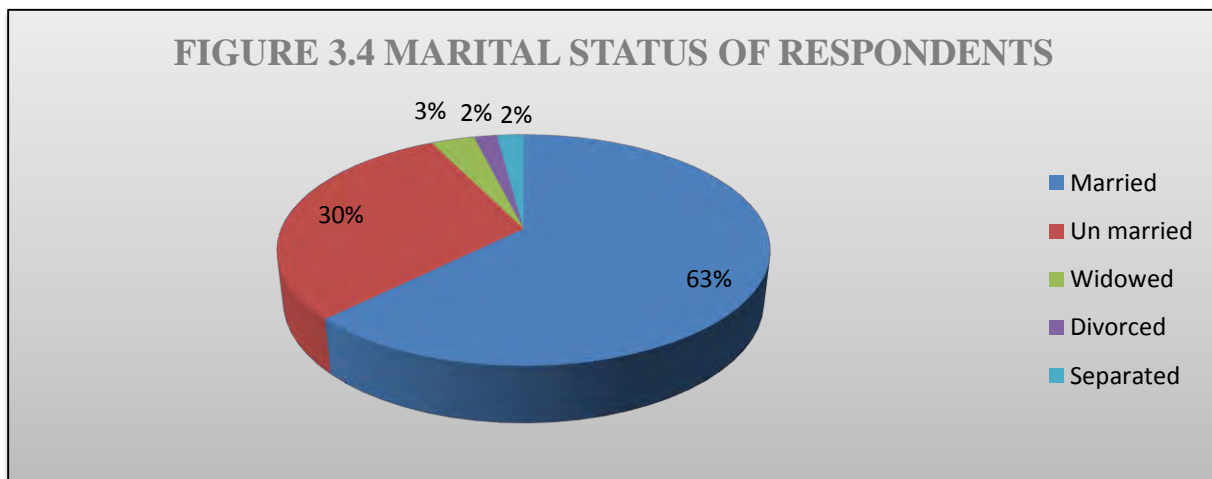
Source: field survey, 2015

The above figure 3.3 shows the educational status/ background of the respondents. Accordingly, 11(2.9%) of the total sampled respondents reported that they are professionals. Furthermore, 267(69.4%) of the total sampled respondents had completed tertiary level education (degree, diploma and certificate) from different university and colleges, while 46(11.9%) of them had completed secondary education and the rest 53(13.7%) and 8(2.1%) of the sample respondent had primary and no formal education respectively. This indicates that most of the respondents were educated (degree, diploma, and certificate holders). Since most of them were educated their response can be considered as mature and they have awareness about the practice of community participation in the road infrastructure development.

Distribution of respondents based of marital status

The following figure 3.4 demonstrates the marital status of the respondents. Majority of the respondents 242(63%) were married, while 116(30%) were unmarried and the rest 13(3%), 7(2%) and 7(2%) of the respondents were widowed, divorced and separated respectively.

Figure 3.4. Distribution of the respondent based on marital status

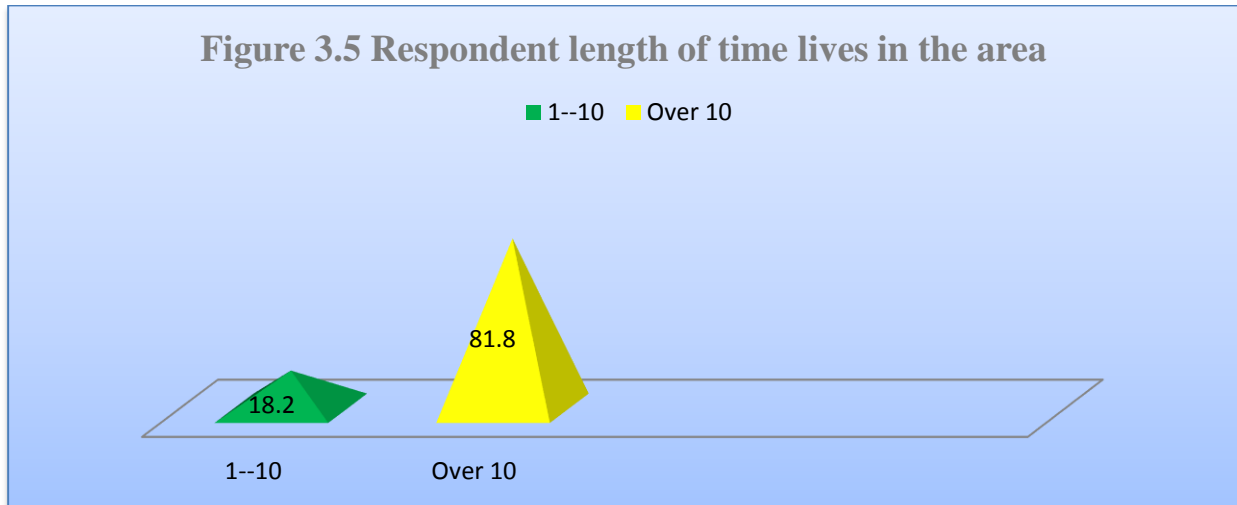


Source: field survey, 2015

Figure 3.5 below indicates that out of 315 respondents, representing 81.2% of the total sample respondents had been in the area for ten years and above. This implies that majority of the respondents were permanent residents of the town which means that they had adequate information about community participation and road infrastructure development in the area. The

data collected from them is very relevant and valid. While the remaining 70 respondents which accounts (18.2%) had been in the area for 10 or less years.

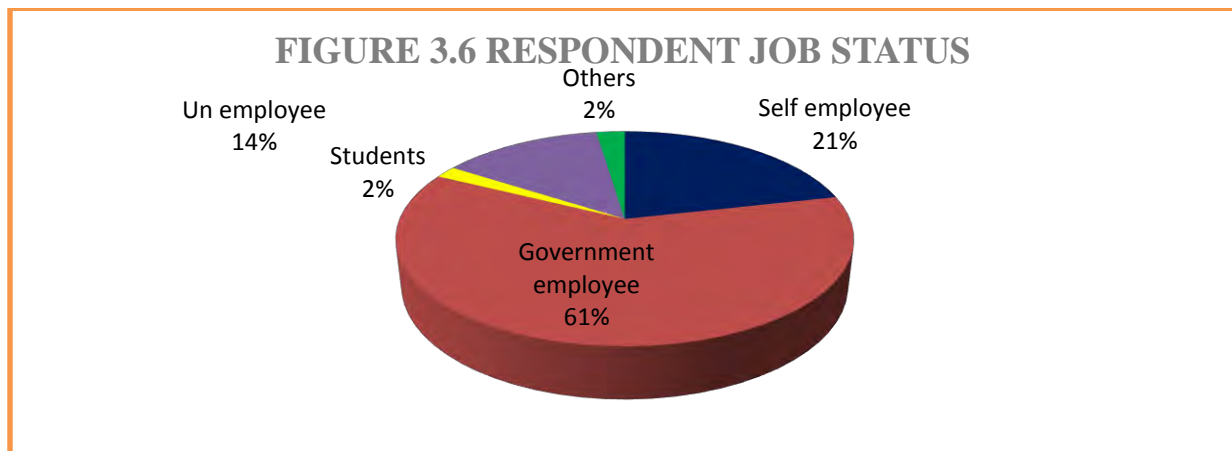
Figure 3.5. Distribution of respondent based on the length of time lived in the area



Source: field survey, 2015

The figure 3.6 below demonstrates the employment status or occupational background of the respondents. The survey result depicts that 234(61%) of the total sampled respondents are government employees, 83(21%) were self employed, 7(2%) and 52(14%) were students and unemployed respectively. The remaining 9(2%)of respondents are found in other jobs or occupations.

Figure 3.6. Distribution of respondent based on job status



Source: field survey, 2015

Generally, majority of the respondents were married, had university and college level education, and middle aged (26-45 years). Female respondents dominated the sample profile and most of

the respondents were employed. This indicates that the respondents were responsible, educated, and mature. Respondents were thus well aware of community participation and its role ensuring sustainable road infrastructure development.

3.2. Materialization of community participation

There is no well organized document which shows exactly when community participation is initiated in the town. As it was observed from the review of various documents that the Municipality maintains disaggregated data to a very limited extent regarding when community participation is initiated in the town. As a result, it is difficult for the researcher to obtain the disaggregated data. But, based on the information obtained from the interview with Mr. Mohammed Geda (2015), Bishoftu Town Community Participation Team Leader and Ms. Elisabet Abera (2015), Community Participation Expert of Bishoftu Town community participation is a recent phenomenon in the town. But, now it is getting a great attention and becomes the big tasks of the city administration. The practice of community participation efforts in the city is started aiming to beautifying the town. The participation was only focused to the contribution activities and the amount of money that needs to be contributed by each of the residents in the kebelles was determined by the administration itself.

According to Mr. Mohammed Geda (2015), Community Participation Team Leader of Bishoftu Town. Community participation is legally started in the year 2001 in the town by establishing a committee. The committees are six in number these are development committee, peace committee, security committee, culture and tourism committee, arbitration committee, women's and child committees. The committees are organized at the level of the city that has planned to undertake several activities through participation of the community. These committees are composed of city administration representatives and different individuals. They has been organized and a number of sub-committees under it with several responsibilities like mobilizing of the necessary resources in order to achieve the stated objectives that have been established for. The main aim of the project is making the city attractive for tourism and maintain its ecological balance.

From the extensive interview carried out with Ms. Elisabet Abera (2015), Community Expert of Bishoftu Town the status of road infrastructure at the beginning when community participation initiated in the town is very low in terms of quality and quantity. These is attributed to the low

level of community awareness on the importance of road infrastructure development i.e the community are not willing to take part in such type of activity unless the project(road infrastructure) directly implemented in their locality. This indicates that there is lack of sense of ownership and a low level of awareness concerning the importance of community participation for the development of road infrastructure development in the town.

3.3. Measures Of Community Participation VS Road

Infrastructure Development

3.3.1. Understanding of Community Participation

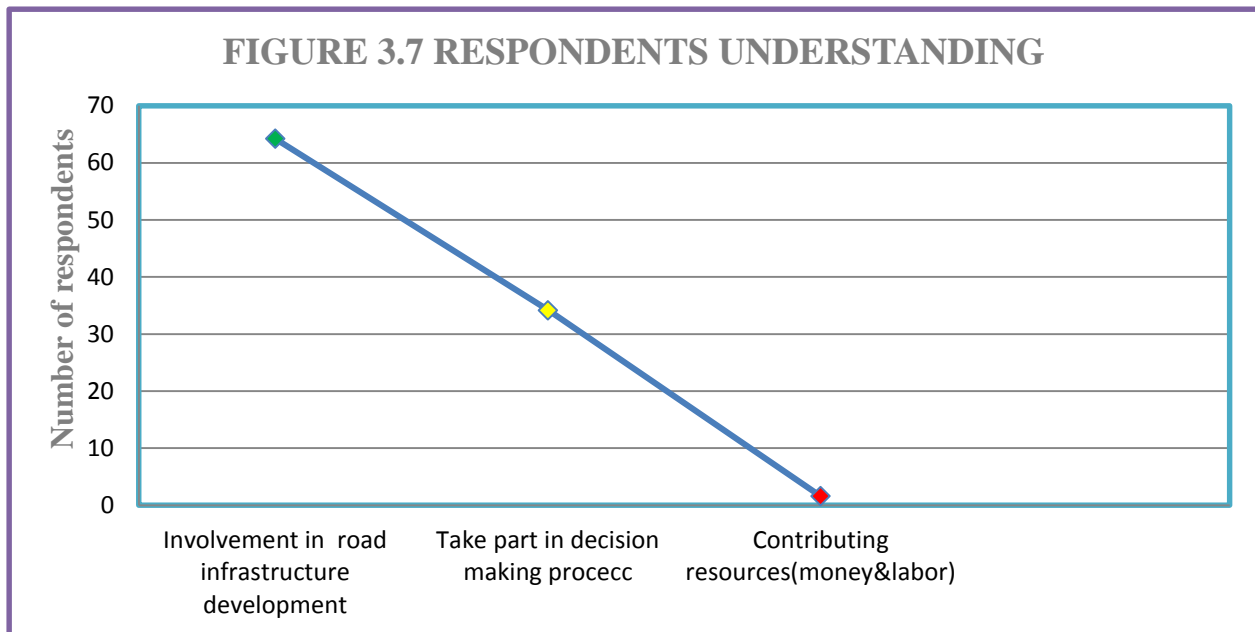
Table 3.1. The responses to the question forwarded to the survey participants regarding their understanding of community participation in road infrastructure development

Item	Yes		No		No answer		Total	
	NR	%	NR	%	NR	%	NR	%
Understanding of respondents about community participation in the RID	313	81.3	67	17.4	5	1.3	266	100

Source: field survey, 2015

Based on the above table 3.1 majority of the respondents 313 (81.3%) were said that they have understanding about community participation in road infrastructure development. While 67 (17.4%) of the respondents do not have understanding about community participation in road infrastructure development. And the rest respondents that is 5(1.3%) miss for answering the question. This shows that small number of the respondents have little or no clear understanding about community participation for road infrastructure development projects. It can be said that insignificant number of the respondent have no clear understanding of what community participation is. This implies that most of them were have understanding about community participation in road infrastructure development Therefore, their response can be considered as mature.

Figure 3.7. Respondent understanding of community participation



Source: field survey, 2015

The above figure 3.7 demonstrates the understanding of respondents about community participation. Out of 313 (81.3%) of the respondents 201(64.2%)of the respondents, responded that community participation is a course where most community members were actively involved in the road infrastructure projects and at the same time the community is taking the lead in improving the road infrastructure development. However, 107(34.2%) respondents stated that community participation is the process whereby community members are part of decision-making process in road infrastructure development in which community would like to. The rest 5 (1.6%) of the total sampled respondent replied that community participation is contributing resources(money and labor). This indicates that there are different perceptions and understanding of respondents about community participation in road infrastructure development.

Prevailing planning methods and procedures often hinder participation in infrastructure development. Employing a sectoral master plan, conventional planning which is a top-down process that focuses on the desired future state of a single infrastructure sector hampers participation. By contrast, the bottom-up participatory planning approach begins with present needs and priorities, and takes an integrated view of all service sectors in a particular location or place promotes as per (Peterson et al.1994). The interview conducted in the municipality with Mr. Mohammed Geda (2015), Community Participation Team Leader of Bishoftu Town indicated that, for the long period of time the municipality used a top-down process in road

infrastructure development which ignores the involvement of the community in the road infrastructure project. But, currently the municipality introduces the new procedure to give customers a say on the issues that affect their lives. These leads to replacing the old procedures (top-down process) by the new one which is bottom-up (participatory planning approach). However, it is not well developed in responding to the increasing demand of the community to take part in different activity regarding to road infrastructure development other than contribution of resources (money and labor) only. In other words the procedure still focuses more on participating the community at the stage of project implementation in order to fill the financial gaps (it lacks full participation of the community in all levels of road infrastructure development projects).

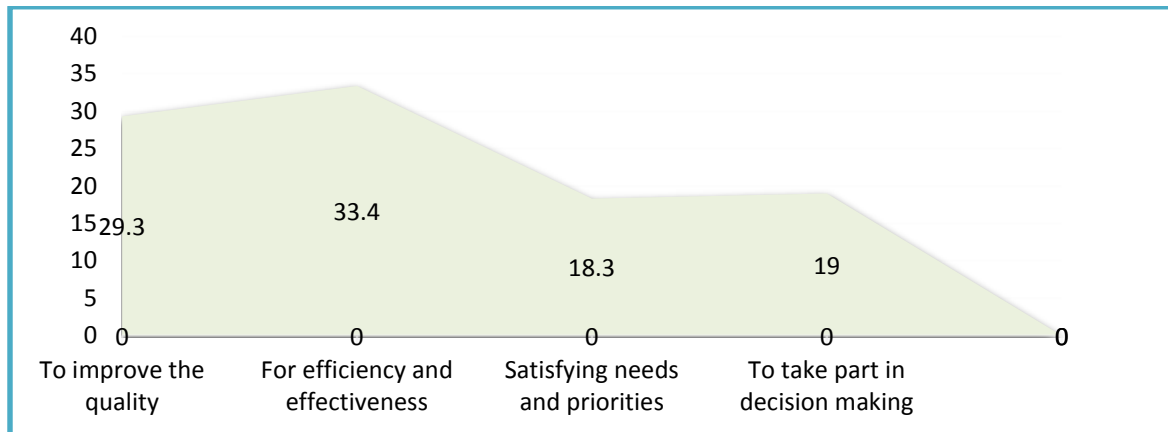
Table 3.2. Willingness of respondents to participate in road infrastructure development projects

Item	Yes		No		Total	
	NR	%	NR	%	NR	%
Adequately willing and prepared to participate in the road infrastructure development	317	82.4	68	17.6	385	100

Source: field survey, 2015

Table 3.2 above clearly demonstrate that only 68 respondents (17.4%) of the total sampled respondent stated that they are not willing and prepared to participate. While majority of the respondent 317 (82.4%) of the respondents replied that they are willing and adequately prepared to participate in the road infrastructure development projects. The reason behind this is explained as follows: Out of the 317 respondent who said they are willing and prepared to participate in the road infrastructure development 93(29.3%) of the respondents responded that for enhance and in order to improve the quality of infrastructural service rendered to them, While 106(33.4%) of the respondent stated that for efficient and effective utilization of resources, Another 58(18.3%) of the respondent replied that for getting attention to satisfy their pressing needs and priorities. And the rest 60(19%) of the respondent mentioned that to take part in decision making process. These are the major motivating factors that motivates the community to participate in the road infrastructure development projects. From these one can deduce that the community are highly committed to take part in the road infrastructure development projects which are taken place in their locality.

Figure 3.8 Respondents reasons for their willingness to participate in the project



Source: field survey, 2015

3.3.2. Attending community meetings to take decisions about road infrastructure development

Table 3.3 Attending meeting to take part in decision making process

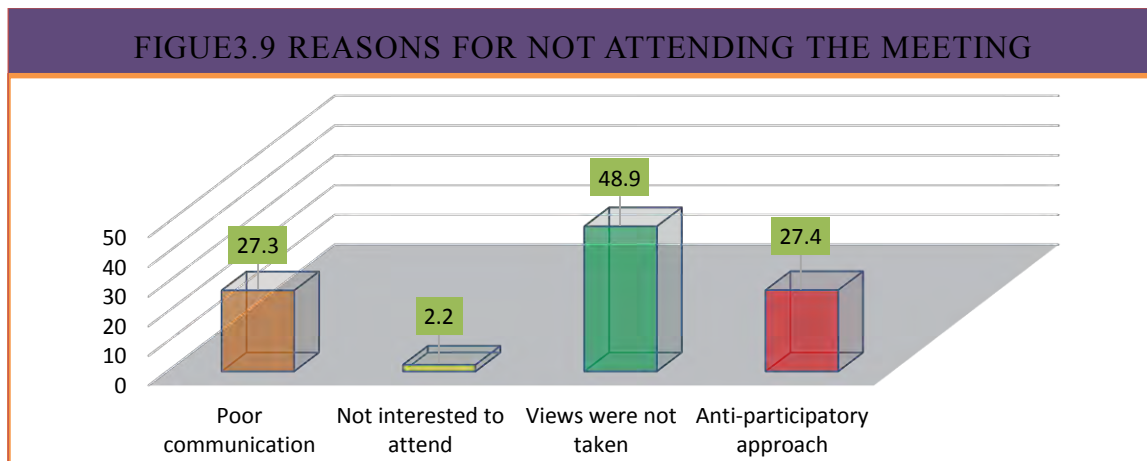
Item	Yes		No		Total	
	NR	%	NR	%	NR	%
Attend meeting to take part in decision making concerning road infrastructure development	154	40	231	60	385	100

Source: field survey, 2015

As depicted in the above table 3.3 only 154 or 40% of the total sampled respondent were attend the meeting. While the remaining 231 or 60% of the respondent replied that they do not attend the meeting. The response to the question forwarded to the survey participants regarding to identify the reasons as to why they did not attend the meeting indicated that majority of the respondents 113(48.9%) responded that most of the times, already made decisions are forced upon them without engaging in debating on those issues by the community which violates the very essence of participation. These clearly shows that there is no adequate discussion with large community on urban infrastructure development issues. While, 63(27.3%) of the respondent responded that the main reason for not attending the meeting is do not know when the meetings held (The existence of in effective communication). 50(21.6%) of the respondents stated that the dominance of top-down approach(anti-participatory) approach as a bottle neck which hinders them from taking part in the meeting. And the rest in significant number of the respondents which accounts 5(2.2%) also reported that they are not interested in attending the meetings.

Besides these, some community leaders used community participation process to fulfill their own hidden agendas, other than community-related issues. They abused the platform for campaigning for their political organization which they were affiliated to. Therefore, the existence of such kind of improper acts are also a factor that obstruct the community from attending the meetings. The engagement of infrastructure users in participatory activities depends upon their infrastructure related interests, and the extent to which these interests may be promoted through participation (Schubeler. P,1996). In conclusion, the municipality should give community members a chance to identify their needs and also be given an opportunity to raise their views freely regarding infrastructure development of their locality.

Figure 3.9. Reasons for not attending the meeting



Source: field survey, 2015

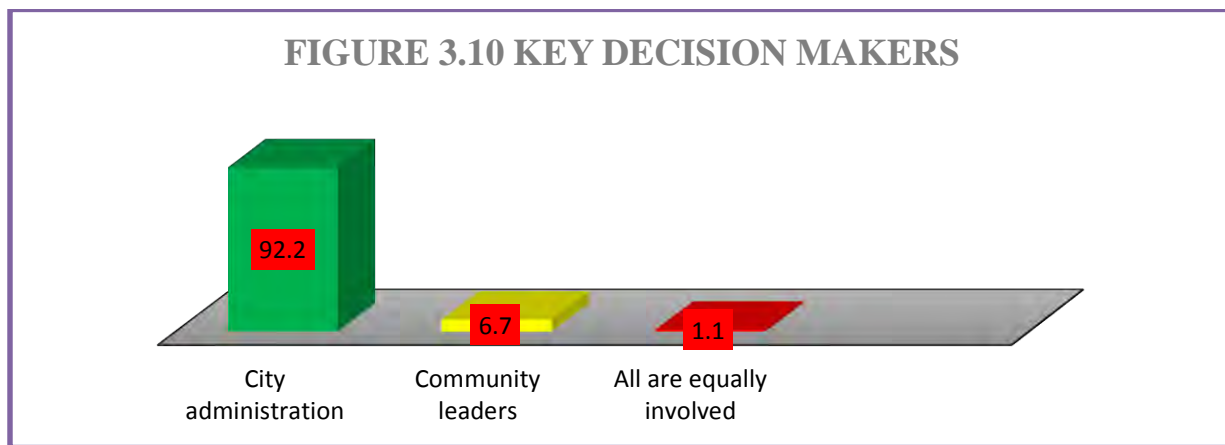
3.3.3. Decision makers in the road infrastructure development

Figure 3.10 below depicts the key decision makers in the road infrastructure development currently acknowledged in Bishoftu town. The chart clearly depicts the dominance of the city administration role in deciding road infrastructure development projects consisting 355(92.2%), followed by community leaders which accounts for 26(6.7%). The rest insignificant number of respondents 4(1.1%) were identified that all are equally involved in the development of road infrastructure projects. These clearly shows that the community had little decision making power while majority of the decision making power concerned with road infrastructure development is concentrated at the municipality. Community participation is about bringing people who are outside the decision-making process into it. Community participation allows all community stakeholders to have a word and decide on infrastructural development concerns.

Their concerns were expressed particularly in relation to the community's ability to influence decisions regarding road infrastructure development.

Accordingly, the respondents expressed their concerns regarding participation in decision making phase as they perceived that municipality was imposing the already made decisions (top-down approach). Generally, from the above discussion we can infer that the city administration has a major decision making power in deciding road infrastructure development projects in the town.

Figure 3.10. Key decision makers in the road infrastructure development



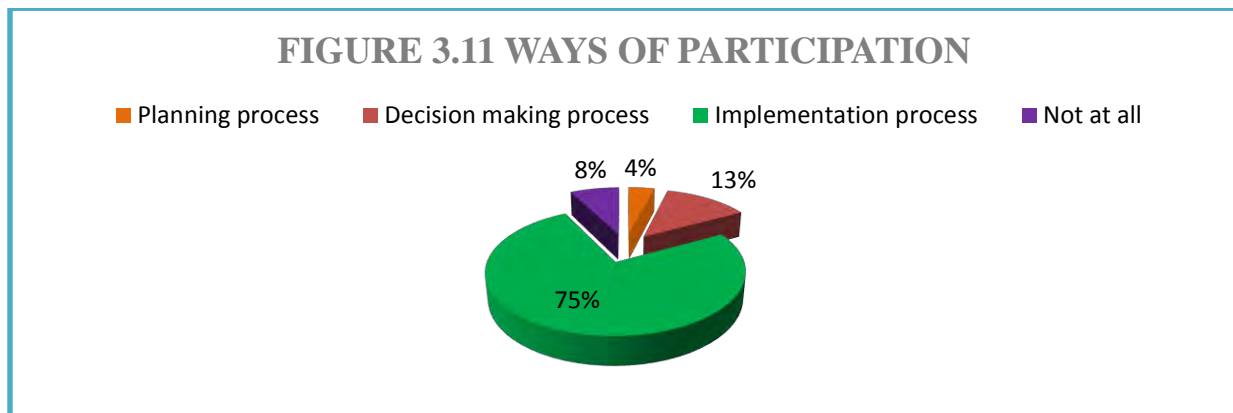
Source: field survey, 2015

3.3.4. Ways of community participation in road infrastructure development programs

It is worthwhile to investigate the way that the community participate in the road infrastructure development in order to understand in which level the community are entitled to participate. Accordingly, the researcher tried to assess the level in which the community is participated in the process of road infrastructure development. The figure 3.11 below clearly demonstrates that out of 385 total sampled respondent 15(4%) of the total sampled respondent replied that they had participated in the planning process of road infrastructure projects. While 51(13%) participants reported that they participated in decision making process. Majority of respondents 289(75%) of the respondents replied that they were involved in the implementation process of the road infrastructure development. This indicated that most of the time the community are participated in the implementation stage after the plan is designed by the city administration and decisions are made without the consultation of the community. The community participation activities are contributing in the development of infrastructure services in the city. And the local development

activities are scaling up from construction of lower quality local road accesses to asphalts. However, the efforts were focusing on getting community contributions in order to bridge the financial gap of the local government. The rest 30(8%) reported that they were not involved in any level. Though the need for involving the community through the entire participatory infrastructure cycle including policy formulation, planning, implementation, maintenance and operation, and evaluation and at the same time building a permanent institution responsible for community participation endeavors, effective communication and relationships among the community, municipality and other various stake holders in the infrastructure development are very important and help to promote community participation and improve the road infrastructure development in the city.

Figure 3.11. Ways of participation in the road infrastructure development



Source: field survey, 2015

According to Osborne and Gaebler (1992), the community participation that is conducted by local government has to start from identifying the needs of the community and to use its powers to meet the identified needs, pressing priorities and need to continue through the entire processes of infrastructure management function includes: formulation of policies, planning, programming, implementation, construction and maintenance and monitoring and evaluation.

3.3. 4.1. Community Participation and its practice

3.3.4. 2. Participation in Road Infrastructure Development Projects

Table 3.4. Participation of respondents in road infrastructure development projects

Item	Yes		No		Total	
	NR	%	NR	%	NR	%
Participate in road infrastructure development Projects	147	38	238	62	385	100

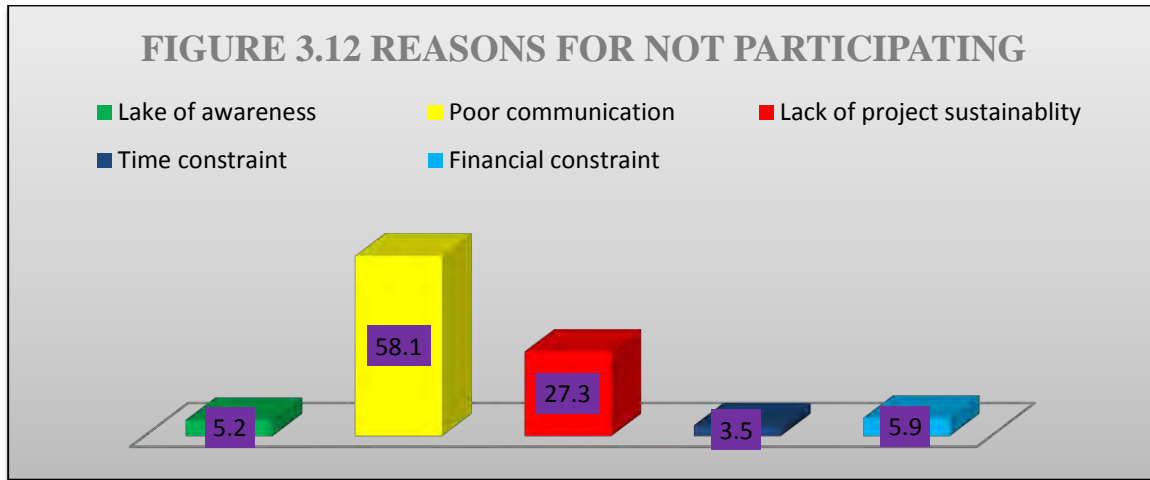
Source: field survey, 2015

As clearly depicted in the above table 3.4 only 147 (38%) of the respondents of the total sample participate in road infrastructure projects. While the remaining 238(62%) respondents, do not participate in the road infrastructure projects. I.e. majority of the respondent do not participate. This is attributed to the weakness of government offices, primarily municipality, to promote and mobilize full community participation in terms of resource contribution (money), take part in decision making and idea sharing or involving in planning processes in the road infrastructure development. The figure 3.12 below clearly demonstrates that out of 385 respondents 15(5.2%) replied that lack of awareness is the reason that prevent them from participating in road infrastructure development projects. While 168(58.1%) of respondents reported that in effective communication is the major reason for not participating in infrastructural projects. The implication is that most of the time road infrastructural projects are undertaken without proper communication of the stakeholders or beneficiaries. I.e. the existence of in effective communication is the major challenging factor which obstruct the participation of community in the infrastructural projects.

Concerning to lack of project sustainability about 79(27.3%) of the respondents responded that road infrastructural development projects lack sustainability. Besides these time and financial constraint are also a factor that hinder their involvement in infrastructural projects which represents 10(3.5%) and 17(5.9%) of the respondent respectively. Kumar (2000) mentions that community participation is time-consuming it may lead to delay and slow progress in initial stages of the field work there by delaying the achievement of physical as well as financial targets. Finally financial constraints is also a problem for not participating in the road infrastructure development projects. Generally we can conclude that lack of proper

communication is the main reason that prevents their involvement in road infrastructure development projects.

Figure 3.12. Reasons for not participating in the project

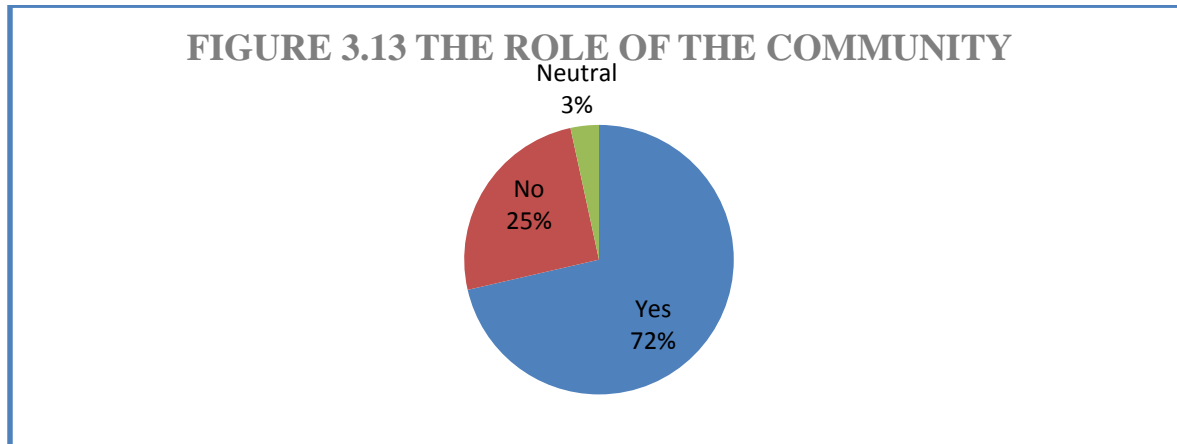


Source: field survey, 2015

3.3.4.3. Roles and Importance of Community Participation

The responses to the question forwarded to the survey participants regarding the role of the community in the development of road infrastructure as it indicated in the following figure 3.13 shows that, most of the respondents 275(71.4%) were believed that the community plays a very crucial role in improving road infrastructure development. While, 97(25.2%) respondents felt otherwise. The survey result also revealed that insignificant number 13(4%) of respondents were unable to say anything concerning the role of the community in improving road infrastructure development in Bishoftu town. From these we can infer that community involvement is highly recommended in the development of road infrastructure because the community plays a vital role in these regard.

Figure 3.13. The role of the community in the road infrastructure development



Source: field survey, 2015

In line with this, sampled respondent were asked to show their response regarding the role that the community plays in improving road infrastructure development. Accordingly, Respondents' stated the following about the role of the community in the development of road infrastructure. Addressing road infrastructure related problems and improving its development aimed at providing customer focused efficient and effective services to the citizens in terms of quality and quantity. Besides these, they contribute resources (money and labor) and involve in idea sharing in order to facilitate the road infrastructure development to bring effective and sustainable road infrastructure development in the town.

Table 3.5 Importance of community participation

Item	Yes		No		Total	
	NR	%	NR	%	NR	%
Is community participation important	366	95.1	19	4.9	385	100

Source: field survey, 2015

Majority of the respondents 366(95.1%) responded that community participation in road infrastructure development is important and valuable. While the remaining 19(4.9%) of the total sample respondents felt otherwise. Because, they assume that community participation is time consuming and the community are not well informed. Involving the community in the road infrastructural development projects leads to improvement of development project design and effectiveness, increase local ownership of the projects and enhance a sense of responsibility for maintaining services provided by the projects. These is important for the continuity of development in road infrastructural projects. In addition to these, respondents indicated the following points that makes community participation important 154(42.1%) of the sampled

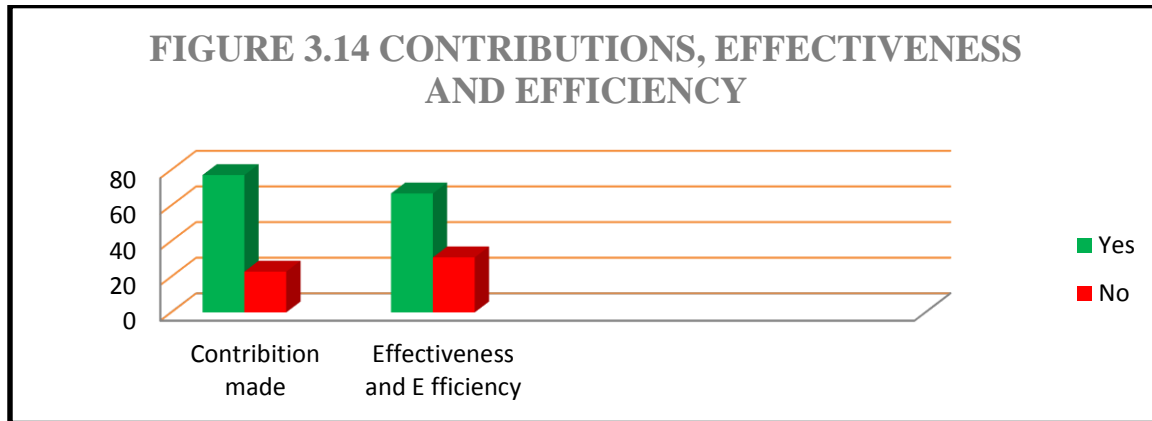
respondent responded that generating more information about the community needs and priorities (inform municipality officials about their desired needs and priority) and at the same time dissemination of information easily to communities. Another 70(19.2%) of the total sample respondent replied that it is very important to improve the communication and relationships between community members, community leaders and the municipality. While 47(12.8%) of the respondent stated that create the sense of cooperation amongst the community itself. 50(13.6%) of the sampled respondents replied that it would also used as a mechanisms for citizens empowerment to take part in decision making process, 40(10.9%) of the respondent reported that as it improve effectiveness and efficiency and finally 5(1.4%) of the respondent replied others like capacity building, create a sense of ownership for the community and enhance a sense of responsibility for maintaining the services which's provided by the project. The implication is that community participation had multifaceted advantages in the process of road infrastructure development activities.

3.3.4.4. Contributions made, effectiveness and efficiency in the road infrastructure development

The figure 3.14 below demonstrated the contribution made by the community and the achievement of effectiveness and efficiency in the utilization of public resource in the road infrastructure development through community participation. Accordingly, majority of the respondents 297(77.1%) responded that they were made different contributions in the road infrastructure project. Whereas the rest 88(22.9%) of the total sample respondents stated that they did not make contribution for road infrastructure projects. From these we can infer that majority of the community is highly committed to take part in the road infrastructure development. These were enhance the understanding of cost sharing because, they could contribute various skills and abilities that could improve road infrastructure development. At the same time significant number of the respondent 265(68.8%) reported that community participation in road infrastructure development leads to efficient and effective utilization of public resources. While 3(0.8%) of the respondent felt otherwise. Another 117(30.4%) of the total sample respondent replied that they do not know. From these one can understand that community participation in road infrastructure development leads to efficient and effective utilization of public resource. Finally, the respondents also suggested that if the community

worked together the development goal could be easily accomplished and leads to effectively in the implementation of road infrastructure development projects.

Figure 3.14. Contributions, effectiveness and efficiency in the road infrastructure development



Source: field survey, 2015

Moreover, the kind of contributions made by the community during participation is influenced by the availability of resources in which the community had. Out of the total sample respondents 85% of the respondents stated that they are willing and paid money. The rest 15% of the respondents were replied that they contributed labor instead of money. Generally, according to respondents response the community contributed money and labor in the process of road infrastructure development projects. Community participation is the core element in the development of urban infrastructures, especially in road by contributing to the construction activities through provision of in-kind(labor) and cash(money). What is more, community participation should not be limited to resource contribution it also encompasses the involvement of the community in the management and decision making process like planning, decision making, evaluation and monitoring etc. Afterwards, the community develops a sense of ownership and takes responsibility.

3.3.4.5. Current Practice of Community Participation in the Road Infrastructure Development

Community participation is identified as a key mechanism to strengthen road infrastructure development in developing countries. The development programs will be much improved, only when the local community plays a vital role in its process. It is believed that community participation will contribute towards designing acceptable and user friendly projects and make communities develop an interest in the operation and maintenance of projects (Sibiya,2010). In

spite of this, the following questions have been raised to know the current practice of community participation in the road infrastructure development in Bishoftu Town.

Table 3.6. Respondents’ response about the current practice of community participation in road infrastructure development

Item	Increasing		Decreasing		Neutral		Total	
	NR	%	NR	%	NR	%	NR	%
Current practice of community participation and road infrastructure development	108	28.1	262	68	15	3.9	385	100

Source: field survey, 2015

The above Table 3.6 demonstrates the respondent’s response towards current practice of community participation in the road infrastructure development. Majority of the respondents 262(68%) of the total sampled respondent were replied that community participation is decreasing in the road infrastructure development projects. Whereas, 108(28.1%) of Bishoftu Town residents felt otherwise. And the rest 15(3.9) respondents didn't comment. Similarly, the key informant interview conducted in the municipality also indicated that, there is a practice of community participation especially in resource contribution like money and labor. But it is not satisfactory in the development of road infrastructure in the town. And this is due to the failure of the concerned authorities and offices, to make open discussion on the problems.

Similarly the range of community participation in road infrastructure development as it was decreasing also depicts that out of 262 respondents, a sizable majority of respondents 147 (56.1%) rated community participation in road infrastructure development as high and the rest 59(22.5%) and 45(17.2%) of the respondents rated it very high, and moderately high respectively. In contrast to this, out of 108 total respondents who described community participation as it was decreasing in road infrastructure projects, the majority 65(60.2%) were rated the range of community participation in road infrastructure development as low and the remaining 43(39.8%) of respondents rated it as very low.

From this, we can understand that currently the practice of community participation is fairly decreasing or low in Bishoftu Town road infrastructure development projects and perceptions about road infrastructure development appear to be very low because of low level of community involvement.

Table 3.7. Respondent response about ranges of community participation in road infrastructure development

Key: VH= very high, H= high, MH= moderately high L= low, VL= very low

Item		VH		H		MH		L		VL		Total	
		NR	%	NR	%	NR	%	NR	%	NR	%	NR	%
Current Practice of community participation in the road infrastructure development	Increasing	0	0.00	0	0.0	0	0.00	65	60.2	43	39.8	108	100
	Decreasing	59	22.5	147	56.1	45	17.2	11	4.2	0	0.00	262	100
Total		59	22.5	147	56.1	45	17.2	76	64.4	43	39.8	370	100

Source: field survey, 2015

3.5. Hindrances of community participation in urban construction activities

Community participation is not yet developed very well in the city, due to these fact there are several challenges that are faced by the community. The respondents were indicated the potential challenges they face and has prevailed in the road infrastructure development. These are :

- ✚ Lack of resource,
- ✚ Lack of access to information,
- ✚ Absence of representative community groups in the decision-making process and
- ✚ The relationship between government and the community (the existence of in effective communication).

Majority of the respondents 171(44.4%) of the total sample respondents responded that absence of representation and certain community groups in the decision-making process is a big challenge which obstruct community involvement in the road infrastructure projects. Participatory or bottom-up approach is a must to mobilize full community participation aimed at facilitating the road infrastructure development. But, absence of representation and certain community groups in the decision-making process negatively affect the community's to effectively involve in the decision making process. While 59(15.4%) of the respondent reported that lack of access to information about projects and services are the challenge faced and they also replied that the information that is available is difficult to obtain. There is a desire to learn about and access to information about programs and services that is understandable, concise and timely (Rural Dialogue, 2000). Significant number of the respondents 105(27.3%) of the total sampled respondent replied that the existence of in effective communication is a big challenge. The relationship between the community and municipality is strained by the community perception that the municipality do not understand the pressing needs and priorities of the community as a result of in effective communication. 50(12.9%) of the respondent stated that lack of resource is a challenge. Having inadequate resources negatively affect the community's ability to effectively involve in the road infrastructure development process. In order for the communities to play an active role in the development of road infrastructure , it is necessary to have access to resources. According to the respondents, the community tends to lack resources,

a situation which interferes with their ability to participate in the road infrastructure development. Moreover, the responses obtained from the key informants in the municipality with Mr. Eshetu Hailu, (2015), from Planning for Infrastructure Department and Ms. Elisabet Abera,(2015), Community Participation Expert of Bishoftu Town reflected the following problems that are faced during the implementation of participatory road infrastructure development. These are; lack of coordination between the municipality and kebele leaders, lack of awareness on the part of the community, lack of attitudinal change and lack of positive attitude(they feel that our views were not taken into consideration and they associate community participation with politics). i.e. they assume that participating in the community development project is just like serving the ruling party or be part of the member of the ruling part in order to fulfill its hidden political agenda, financial constraint, finance law (the finance law lacks technical evaluation), the master plan itself and sometimes the community themselves are not interested to take part. Therefore, both the municipality and communities have recognized the need for creating ways to facilitate road infrastructure development and should have taken initial steps towards removing obstacles that hinder the community participation and improving the road infrastructure development in the town. The responses to the question forwarded to the survey participants and key informants regarding the challenges of community participation were found to be consistent with the documents reviewed. The following table clearly demonstrates the potential challenges in the road infrastructure that are observed in the annual reports of various years in the municipality.

Table 3.8 Challenges observed from the beginning of the community participation initiative till last year (2001-2006) E.C.

Challenges	Years in E.C.					
	2001	2002	2003	2004	2005	2006
Lack of commitment in the leadership	✓					
The Master plan	✓	✓	✓			
Lack of coordination between the municipality and kebele leaders	✓	✓	✓	✓	✓	✓
Absence of committed body for organizing the road infrastructure development activities	✓	✓				
Lack of resources	✓	✓	✓	✓		✓
Lack of awareness on the community	✓	✓	✓			

side with regard to the importance of their involvement in the project						
Lack of attitudinal change (lack of sense of ownership)	✓	✓	✓			
The existence of ineffective communication	✓	✓	✓	✓	✓	✓

Source: Bishoftu Town City Administration Annual report (2001-2006 E.C).

According to the annual report of 2001(in the beginning when community participation is initiated in the town) the municipality faced multiple challenges like, absence of committed body for organizing the road infrastructure development activities, lack of awareness on the community side with regard to the importance of their involvement in the project, lack of resources, the existence of in effective communication, lack of attitudinal change (lack of sense of ownership), lack of commitment in the leadership, the Master plan and lack of coordination between the municipality and kebele leaders. These are the big challenges that the municipality faced at the time when community participation is initiated in the town. However, the city administration used different measures aimed at mitigating those challenges. The measures taken were; awareness creation through providing training, assigning responsible body for organizing the road infrastructure development activities, creating collaboration between community leaders and the municipality and identifying the pressing needs and priorities of the community. Moreover, the measures were work with a limited extent.

In the year 2002 and 2003 the annual reports of the municipality shows that the master plan of the city administration, lack of coordination between the municipality and kebele leaders, absence of responsible body for organizing the road infrastructure development activities, lack of awareness on the community side with regard to the importance of their involvement in the road infrastructure project, lack of resource, lack of attitudinal change (lack of sense of ownership) and the existence of in effective communication are the main obstructs for road infrastructure during these years in the municipality. The measures which were used by the municipality are more or less similar with the previous year. Besides, the city administration were used the following corrective measures. These are; capacity building(building the capacity of both the municipality and the community), master plan revisit and creating a sense of ownership on the community for the road infrastructure which were taken place in their locality and these corrective measures were showed a remarkable change or dramatic changes in mitigating these barriers. Where as in the last three consecutive years the challenges were small as we compared with the previous

years. Some of the challenges which are observed in these years are the followings; lack of coordination between the municipality and kebele leaders, lack of resource and the existence of in effective communication. As a solution to solve the above mentioned problems the municipality creates collaboration among the municipality and kebele leaders through creating committees in order to develop team spirit and tried to improved the communication channels(multi way communication). These measures were played a very crucial role in solving the aforementioned problems.

3.5.1 Factors Affecting the Community And Hindering their Involvement

The responses to the question forwarded to the survey participants to identify the main driving factors affecting community participation in the road infrastructure development among political factors, lack of resource, absence of strong community organizations, regulations and technical standards of city administration and non- participatory planning methods were summarized here under.

Table 3.9. Factors affecting community involvement in the road infrastructure development

Factor Affecting the Community Involvement	Responses									
	Strongly agree		Agree		Dis agree		Strongly dis agree		Total	
	NR	%	NR	%	NR	%	NR	%	NR	%
Structural factors	3	0.8	7	1.8	201	52.2	174	45.2	385	100
Lack of resource	185	48	150	39	37	9.6	13	3.4	385	100
Absence of strong community organizations	17	4.4	24	6.3	128	33.3	216	56	385	100
Regulations and technical standards of city administration	197	51.2	168	43.6	11	2.8	9	2.4	385	100
Non- participatory planning methods	205	53.2	132	34.3	20	5.2	28	7.3	385	100

Source: field survey, 2015

Key: SA= Strongly Agree, A = Agree, SA = Somewhat Agree DA= Disagree, SD= Strongly Disagree

The above table 3.9 shows that how respondents indicated the various factors that affect the community to take part in the road infrastructure development projects. This table was developed to ascertain the key factors that affect community participation based on the majority responses. On a scale of 1-4 i.e. strongly agree to strongly disagree; the researcher picked the column that had a higher percentage response rate to select the key factor that affect community

participation of Bishoftu town road infrastructure development. Therefore, the percentage on extreme right column indicates the majority response to a particular variable. From the above table the researcher was able to deduce that non-participatory planning methods is the main challenge that affect the participation of the community. Majority of the respondents 205(53.2%) strongly agree that non-participatory planning methods as a key factor and the rest 132(34.3%), 20(5.2%), 28(7.3%) of respondents are agree, disagree and strongly disagree respectively.

Regarding to Regulations and technical standards of city administration out of 385 sampled respondents 197(51.2%) strongly agree that it is the key factor that hinder the community involvement in the road infrastructure development projects. The rest 168(43.6%), 11(2.8%), 9(2.4%) agree, disagree and strongly disagree respectively.

Concerning to the absence of strong community organizations 41(10.7%) of the respondents were strongly agreed or agreed on the absence of strong community organizations. 128 (33.3%) of the total sample respondents are disagreed and the rest 216(56%) strongly disagreed on the absence of strong community organization as a factor that obstruct community participation. About lack of resource majority of respondents 185(48%) were strongly agree, 150(39%) agree. 37(9.6%) and 13(3.4%) of the total sample respondents disagree and strongly disagree respectively. Lastly, Structural factors as a problem in the town 3(0.8), 7(1.8%), 201(52.2%) and 174(45.2%) strongly agree, agree and strongly disagree respectively.

Generally, as indicated in the above table 3.9 the existence of non-participatory planning methods, regulations and technical standards of city administration and lack of resource were significantly observed as the main factors that hinder their involvement in the road infrastructure development projects. However, absence of strong community organizations and political factor were considered as insignificant in hindering community participation in Bishoftu town road infrastructure development projects. As a result of the above problems with regard to effectiveness of road infrastructure development, the project targets is reduced. Through the contribution of actors in planning and implementation projects lead to mismatching of project outputs with target groups' needs. The quality of road infrastructure becomes deteriorated and finally, it leads to make the project unsustainable and limit the length of road coverage. In line with these when we look at the key informant interview with Bishoftu town city administration official namely Mr. Asrat Gebeyehu (2015), Building Controlling and regulating division Head

of Bishoftu Town, there are a number of factors affecting community participation in the process of road infrastructure development. These problems are mainly attributed to the weakness of both the municipality and community. To mention a few, the community themselves are not interested to take part in the road infrastructure development projects (dependency of residents on government), absence of strong community organization and organizational skills, the attitude of planners and officials towards the inputs of community are the other critical factors that affect community participation. Most often planners, professionals and local government officials view the inputs of community and their activity as ordinary which lacks technical knowledge, capacity of the community in terms of finance and availability of resources are also a major determinant factors (participatory process demand additional resources in order to address the social and economic needs of stakeholders). However, in most cases local governments' resources do not match their ambition to participate. And finally the failure of the concerned authorities and offices to make open discussion with the community on the problems (the existence of ineffective communication) between the community and the municipality could also be a reason for the poor functioning of the existing efforts. Therefore, responsible organization with ability to organize the community and communicate is needed to achieve viable results.

CHAPTER FOUR

CONCLUSIONS AND RECOMMENDATIONS

4.1. Conclusion

Community participation is a recent phenomenon in the town. But, now it is getting a great attention and becomes the big tasks of the city administration. The existing community participation efforts are mainly focused on the process of implementation in which the people make different contributions mainly to promote local resource mobilization which lacks the participation of the community to decide on its own affairs in the development of road infrastructure services in its locality. The participation was only focused to the contribution activities and the amount of money that needs to be contributed by each of the residents in the kebelles was determined by the administration itself. The decision making process does not allow the community an opportunity to inform their pressing needs and priorities.

For a long period of time the municipality used a top-down approach in road infrastructure development which ignores the involvement of the community. But, currently the municipality is on progress to launch the new procedure to give customers a say on the issues that affect their lives which is bottom-up (participatory planning approach). However, it is not well developed in responding to the increasing demand of the community to take part in different activity regarding to road infrastructure development other than contribution of resources (money and labor) only. In other words the procedure still focuses more on participating the community at the stage of project implementation in order to fill the financial gaps. The community participation has to start from identifying the needs of the community and to use its powers to meet the identified needs to continue through the entire processes of infrastructure management function includes: formulation of policies, planning, programming, implementation, construction and maintenance and monitoring and evaluation.

Moreover, the survey also reveals that community participation is not yet developed very well in the city, due to these fact there are several challenges prevailed in community participation. These are lack of resource, lack of access to information, absence of representative community groups in the decision-making process, the existence of in effective communication, lack of coordination between the municipality and kebele leaders, lack of awareness on the part of the

community, lack of attitudinal change and lack of positive attitude(they feel that our views were not taken into consideration and they associate community participation with politics.

Both municipality and the kebele administrations are key actors in the in the road infrastructure development activities But, their relation is weak which lacks coordination. In addition relationship between the community and municipality is strained by the community perception that the municipality does not understand the pressing needs and priorities of the community as a result of ineffective communication. Therefore, the municipality should create an enabling environment for participation and this should include addressing the factors influencing community participation as well as filling the capacity gaps within the community in order to achieve effective community participation in the road infrastructure development.

4.2. Recommendations

Upon completion of the study, this research provides different recommendations to be carried out to promote community participation and improve road infrastructure development to make it effective and sustainable. Firstly, Community participation must be more than a policy statement there must be genuine commitment to encourage participation in all aspects and at levels of development project rather than a policy. The most important action that the local authorities can take to encourage community participation is to welcome local people to contribute to the activities which are to be implemented or implemented. Different organizational structures should be created at various levels of the administration with identified responsibility for the several functions like identification and prioritization of the problems of the community and preparation of the necessary standards and designs and evaluation of the performance has also been identified in the participatory infrastructure development. Because, participatory infrastructure management calls for an appropriate organizational set up for the actors with clear division of tasks in line with interests and capacity.

Secondly, communities have been deprived of information on the role of their effort in the road infrastructure development processes. In this case there is a strong need for awareness creation and provision of proper information about road infrastructure development projects and disseminated to the communities through various ways in order to integrate their role in the development process by using different means. In addition the municipality is expected to design different motivational mechanisms in order to encourage those individuals or group of

individuals to mobilize full community participation and improve road infrastructure development in the town.

Thirdly, the existence of ineffective communication is a big challenge. Building effective communication channel between the community and the municipality which could provide meaningful participation and strengthening the capacity of the community through identifying the wish lists of the community (public interest identification), providing public consultation (through public meeting) and capacity building aiming to achieve road infrastructure development and ensure its sustainability.

Viable communication systems among the various entities of local government and other actors like the regional urban development office and other stake holders are important to improve road infrastructure development in the city. Discussions could take place, and in the process the stakeholders could have a common vision, but other people's views could also be appreciated and the success of community meetings should not be measured against the attendance but by its ability to transform needs and wants into tangible solutions there should be adequate discussion with large community on urban infrastructure development issues.

In addition participatory or bottom-up approaches allow people to retain control over how resources are used and also be able to influence direction, planning and processes of the road infrastructure development projects. Thus, community participation should not be limited to contribution of resources (money and labor) only. Rather they should involve in planning, decision making, idea sharing, projects construction and maintenance and monitoring and evaluation processes(in all stage of road infrastructure development). Furthermore, the government officials should keep promises they gave to the society at the time of national election. Because most of the time after the election passed, no one remember what promised until the next five years election.

Finally, The municipality should create platforms where communities will be able to express their feelings without fear, engaging all relevant stakeholders during the planning stage of the projects, integrated development plan meetings should be effectively publicized in order to allow the community to have an opportunity to identify their needs and problems and device mechanisms to meet such needs. Therefore, the need for involving the community from the very early stages of decision making in needs and resource assessment, priority setting and in general through the entire processes of participatory infrastructure development is advisable.

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APPENDICES

Appendix1:

ADDIS ABABA UNIVERSITY SCHOOL OF GRADUATE STUDIES
FACULTY OF BUSINESS AND ECONOMICS
DEPARTMENT OF PUBLIC ADMINISTRATION AND DEVELOPMENT
MANAGEMENT

Questionnaire to be filled by household

Dear respondents,

I am postgraduate student in Addis Ababa University; School of Graduate Studies; Faculty of Business and Economics; Department of Public Administration and Management; Masters Program in Public Management and Policy, Specialization in Development Management.

The purpose of this questionnaire is to collect data on the community participation for road infrastructure development with specific reference to Bishoftu Town for the partial fulfillment of master's degree in Public Administration and Development Management. Dear respondents, the information you will provide is very important for successful accomplishment of this research. Furthermore, the information you give will be used for only the academic research. Therefore, you are kindly requested to read all the questions and fill honestly without any hesitation and all the data gathered will be held confidential.

Thank you in advance!

Meskerem Legesse

Instructions:

1. Please, read the question carefully before providing your response,
2. Answer the whole questions,
3. Circle your appropriate response and kindly write your opinion briefly for the short answer questions on the space provided.

10. Do you adequately willing and prepared to participate in the road infrastructure development?

A. Yes

B. No

11. If your answer for question number 10 above is yes, please justify your reason

A. To improve the quality of infrastructural service

B. For efficient and effective utilization of resources

C. To getting attention to satisfy pressing needs and priorities

D. To take part in decision making process.

E. No comment

12. Do you attend community meetings which intend to take decisions about road infrastructure development?

A. Yes

B. No

13. If your answer for question number 12 above is no, what is your reason?

A. Do not know when the meetings held

B. Not interested in attending meetings

C. Views were not taken into consideration

D. The dominance of Top-down approach(anti-participatory) approach

E. Others

14. Who were the key decision makers in the road infrastructure development? (Note: more than one responses is possible)

A. City administration

C. All are equally involved

B. Community leaders

D. Other specify:_____

15. In what way does the community participate in road infrastructure development programs ?

A. Planning process

B. Decision making process

C. Implementation process

D. Not at all

E. Other _____

III: Community Participation and its practice

16. Do you participate in road infrastructure development projects which are taking place in your area?

A. Yes

B. No

17. If your answer for question number 16 above is no, what is the reason behind?

A. Lack of awareness

C. Lack of project sustainability

B. Poor communication

D. Time constraint

E. Financial constraint

18. Do you think that the community has role in road infrastructure development? if you say yes please explain

19. Do you think community participation is important to bring tangible road infrastructure development?

A. Yes

B. No

20. If your answer for question number 19 above is yes, what are those please identify the importance?

A. To generate information about the community needs and priorities and the same time dissemination of information easily to communities

B. Improve the communication and relationships

C. Create the sense of cooperation

D. Citizens empowerment

- E. Improve effectiveness and efficiency
- F. Others

21. Do you made contributions in the road infrastructure projects which takes place in your area?

- A. Yes
- B. No

22. If your answer for question number 21 above is yes, what are the kind of contributions you made?

- A. Money
- B. Labor
- C. Others

23. Do you think that community participation in road infrastructure development lead to efficient and effective utilization of public resource?

- A. Yes
- B. No
- C. I don't know

24. What do you think about the current practice of community participation in the road infrastructure development?

- A, Increasing
- B, Decreasing
- C, I don't know

25. Based on your answer for Q24, rate the ranges of community participation in road infrastructure development in Bishoftu Town?

- A, High
- B, Very high
- D, Moderately High
- E, Low
- F, Very low

IV: Challenges of community participation and road infrastructure development

26. What challenges does the community face when participating in road infrastructure development?

- A. Absence of representative community groups in the decision-making process
- B. Lack of access to information
- C. The existence of in effective communication
- D. Lack of resource
- E. Others

27. Many factors hinder the community involvement in the road infrastructure development projects. In light of this the following question were prepared to differentiate the main contributing factors affecting community participation in Bishoftu town road infrastructure development projects based on the perception of respondents. Please insert (X) marks while providing your response.

Key: SA= Strongly Agree, A = Agree, SA = Somewhat Agree DA= Disagree, SD= Strongly Disagree

No.	Item	SA	A	DA	SD
1	Structural factors				
2	Lack of resource				
3	Absence of strong community organizations				
4	Regulations and technical standards of city administration				
5	Non-participatory planning methods				

III. Solutions to promote community participation and improve road infrastructure development

28. In your opinion, What the communities and other stake holders could do to solve the problem of road infrastructure development?

29. What strategies does the municipality should use to ensure meaningful participation in road infrastructure development?

- A. Participatory or bottom-up approaches
- B. Providing training
- C. Building effective communication channels
- D. Designing different motivational mechanisms

E. Others

30. In what ways do you think community participation for road infrastructure development can be improved?

V. More information

31. If you may have more information with regard to Bishoftu's Town community participation in the road infrastructure development, please don't hesitate to state

Appendix2:

ADDIS ABABA UNIVERSITY SCHOOL OF GRADUATE STUDIES
FACULTY OF BUSINESS AND ECONOMICS
DEPARTMENT OF PUBLIC ADMINISTRATION AND DEVELOPMENT
MANAGEMENT

Interview Questions to Key Informants

Dear respondents,

I am postgraduate student in Addis Ababa University; School of Graduate Studies; Faculty of Business and Economics; Department of Public Administration and Management; Masters Program in Public Management and Policy, Specialization in Development Management.

The purpose of this interview` is to collect data on the community participation for road infrastructure development with specific reference to Bishoftu Town for the partial fulfillment of master`s degree in Public Administration and Development Management. Dear respondents, the information you will provide is very important for successful accomplishment of this research. Furthermore, the information you give will be used for only the academic research. Therefore, you are kindly requested to answer all the questions honestly without any hesitation and all the data gathered will be held confidential.

Thank you in advance!

Meskerem Legesse

- 1) When was community participation initiated in the town?
- 2) What was the status of road infrastructure at the beginning when community participation initiated?
- 3) What are the preconditions you set to ensure community participation in the road infrastructure development?

- 4) Does the community members have access to information in integrating their role in the road infrastructure development?
- 5) What do you think about the Community participation efforts and its current practice in road infrastructure development?
- 6) What are the main factors that affect community participation in the road infrastructure development?
- 7) What procedures are followed in attaining road infrastructure development through community participation?
- 8) What challenges are faced during the implementation of participatory road infrastructure development?
- 9) What mechanism does the municipality use to make community participation effective and sustainable?
- 10) Suggestions about what has to be done in the future to promote the participation of the community in the road infrastructure development.