

Government of Zimbabwe

**SUB-SAHARAN AFRICA TRANSPORT POLICY PROGRAMME (SSATP)
POVERTY AND TRANSPORT STRATEGIES REVIEW (PTSR)**

**REPORT
OF THE ASSESSMENT OF HOW POLICIES AND STRATEGIES ARE
MADE.**

WORKSHOP No. 3

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LIST OF ABBREVIATIONS & ACRONYMS.

AU	African Union	NTP	National Transport Policy
CCZ	Consumer Council of Zimbabwe	NGO	Non-Governmental Organization
CFU	Commercial Farmers Union	OPC	Office of the President and Cabinet
COMESA	Common Market for Eastern & Southern Africa	PRS	Poverty Reduction Strategy
CZI	Confederation of Zimbabwe Industries	PAS	Poverty Assessment Survey
ICAO	International Civil Aviation Organization	PTSR	Poverty & Transport Strategy Review
ITDG	Intermediate Technology Development Group	RTTP	Rural Travel and Transport Program
M&E	Monitoring and Evaluation	RBZ	Reserve Bank of Zimbabwe
MFED	Ministry of Finance and Economic Development	SADC	Southern Africa Development Community
MLGPWUD	Ministry of Local Government, Public Works & Urban Development	SIRDC	Scientific Industrial Research and Development Centre
MTC	Ministry of Transport & Communications	SSATP	Sub-Saharan Africa Transport Program
MPSLSW	Ministry of Public Service, Labour and Social Welfare	TRL	Transport Research Laboratory
MESC	Ministry of Education, Sport and Culture	UNDAF	United National Development Assistance Framework
MHCW	Ministry of Health & Child Welfare	WAG	Women Action Group
MIIT	Ministry of Industry and International Trade	ZTC	Zimbabwe Tourism Council
MDG	Millennium Development Goals	ZNCC	Zimbabwe National Chamber of Commerce
MEPF	Macro Economic Policy Framework	ZBH	Zimbabwe Broadcasting Holdings
NAC	National AIDS Council	ZIMRA	Zimbabwe Revenue Authority
NCDPZ	National Council for the Disabled Persons of Zimbabwe	ZINARA	Zimbabwe National Roads Administration
NDB	National Disability Board	ZFU	Zimbabwe Farmers Union

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1.0 INTRODUCTION

1.1 Preparation

Preparation for Workshop 3 was in accordance with the SSATP Guidelines¹. The Programme for Workshop 3, see *Annex 1.1* and objectives were presented and adopted by the Stakeholder Group at a preparatory meeting held on 26 May 2005. At this meeting, it was established that there are no official guidelines and documents available pertaining to the policy formulation process in Zimbabwe. For this reason, the Stakeholder Group decided to invite the Principal Director for Policy Implementation in the Office of the President and Cabinet (OPC) to present an anchor paper on key pillars for policy formulation. In addition, it was arranged to extract information on how the National Transport Policy and Poverty Reduction Strategies were formulated and actor involved through presentations by the Department of Policy and Planning in the Ministry of Transport and Communications, Physical Planning Department of the Ministry of Local Government, Ministry of Public Service Labour and Social Welfare, Ministry of Finance. In addition, key policy formulation guidelines were to be presented by Messrs Boroma and Sidambe. The presentations were to focus on how policy and strategies were formulated, who the actors involved were, and the issues in current practice. Policy formulation guidelines were to focus on giving insights on what is policy, pillars for policy formulation, how policy is made and good practice. This was aimed to form the basis for assessing the current institutional arrangements and mechanisms for policy dialogue and formulation. The meeting also reviewed logistical arrangements and these were found adequate.

2.0 SESSION 1: PROCEEDINGS OF DAY ONE – 1 JUNE 2005

Facilitation of Workshop 3 was done in accordance with the SSATP Guidelines and Toolkit². The Workshop had ... participants representing public, private and civil society sectors as shown in *Annex 1.2*. In Session 1 undertaken through plenary, participants were welcomed, introductions made and workshop objectives recapped. The workshop method was explained. The Principal Director for Policy Implementation in the Office of the President failed to turn up. The workshop proceeded with extraction of information of how the transport and poverty reduction strategies were prepared through presentations by respective stakeholders and presentations by Messrs Boroma and Sidambe as policy formulation resource persons. On the other hand, Mr Machigere extracted information on the formulation processes and actors of the Draft National Transport Policy (NTP) while Mr Gohori extracted information on the Urban Transport Sector Policy (UTSP) and Rural Travel and Transport Policy (RTTP). Mr Mupaza extracted information and actors for the formulation of the Poverty Reduction Strategies (PRS) while Mr Shayanewako extracted information with respect to the formulation of the Macro

¹ SSATP WORKING PAPER NO.77

² SSATP TOOLKIT FOR PRS COUNTRY FACILITATORS

Economic Policy Framework (MEPF). Despite the failure by The Principal Director for Policy Implementation in the Office of the President failed to turn up, it turned out that the following proceedings adequately filled the gap, were of high quality and provided stakeholders with a sound basis for achieving the objectives of the workshop.

a) Highlights of Presentation: Mr Machigere on National Transport Policy.

Mr Machigere defined policy as a “guiding framework for interventions by Government to address certain challenges to improve situations across sectors of the economy which take a national approach as well as a sectoral and sub-sectoral approach”. He went on to say that Government post independence policy was geared towards addressing the socio-economic imbalances that characterised the Zimbabwean economy prior to the attainment independence. Emphasis during the post independence period was on social sectors.

Referring to the preparation of the Draft National Transport Policy (NTP), he pointed out that data was collected internally and sources consulted include SADC protocol and Millennium Development Goals among others. National transport Policies of other countries such as Tanzania, Malawi, South Africa and Singapore were also consulted.

The NTP formulation process started in 1984/85 with a consultative National Transport Study. From the study a number of action plans were recommended. The study recommended formulation of a National Transport Policy. Drafting of the Policy commenced in 2001. In coming up with the draft policy, the process was guided by a number of protocol such as, among others, the SADC guidelines and the Millennium Development Goals. The data collection process was internal and through line ministries only involved. The outputs were as follows; Draft 1 in 2001, Draft 2 in 2003, Draft 3 in 2004 and Draft 5 in 2005. Wider consultations started with Draft 3 involving selected public, private and civil society stakeholders. Draft 4 was faced with issues of appropriate format, size and content and need for adequate consultations.

b) Highlights of Presentation : Mr Gohori on Urban Transport Sector Policy and Rural Travel and Transport Policy.

For the Urban Transport Sector Policy, the process started in 1991 with s Study support by the Transport Research Laboratory (TRL), a consultative workshop was held in 1992. Draft 1 was produced in 1993 and submitted to Cabinet and further consultations were required. Draft 2 was produced in 2004 and awaits approval. The Rural Travel and Transport Policy commenced with a Rural Transport Study in 1996 and culminated in a stakeholder workshop in 1997. Subsequent to that situational analysis and issues and options papers were produced in 2004 and these will culminate in a Draft Policy.

c) Highlights of Presentation: Mr Shayanewako on Macro-Economic Policy Framework (MEPF)

Consultations were made with relevant ministries, private sector and civil society through meetings. Stakeholders were requested to make submissions following which the Ministry of Finance and Economic Development formulated broad national guidelines on policy objectives.

d) Highlights of Presentation: Mr Mupaza on Poverty Reduction Strategy (PRS)

The consultative process involved meetings with Ministry of Finance and Economic Development, development partners and relevant stakeholders to come up with draft poverty reduction strategies. The draft was tabled before relevant stakeholders. A new PRS is set to be prepared but there is not shared understanding and vision yet on how it will be prepared. It will however, be guided by the MDGs and United National Development Assistance Framework (UNDAF).

e) Highlights of Presentation: Mr Boroma on Policy Formulation.

Mr Boroma said that a policy is a document that defines Government intention and that there are different types and formats of policies and instruments ranging from regulations, permits, licences etc. He said that policy formulation is either a formal or informal process, see *Annex 1.2*. The core components of a policy document are the preamble, definition of the problem, goals and objectives and implementation strategy. He noted that consultation takes too long and outlined some generic problems for Zimbabwean process and practices include; inadequate resources, non conducive political environment, overwhelming response from beneficiaries necessitating going back to the drawing board, economic instability, high staff turn over, and Ineffective communication

f) Highlights of Presentation: Mr Sidambe on Models for Policy Formulation

Mr Sidambe outlined a useful model for public policy making and that rationale is to ensure order, efficiency, and cost effectiveness of action. The model has four components comprising inputs, outputs and outputs and outcomes.

g) Plenary Discussions.

The stakeholders expressed satisfaction that the proceedings were adequate for analysis and assessment of how policies are currently made, who is involved in decision making including, and developing linkages between policies and strategies. The process was helpful in that it brought all stakeholder participants to the same level of understanding on how the policies and strategies under review were actually developed, the actors who were involved, and the issues experienced given that these are not documented.

3.0 **SESSION 2 & 3: IDENTIFICATION OF INFORMATION ON THE POLICY PROCESS FOR LINKING TRANSPORT AND POVERTY REDUCTION STRATEGIES.**

Stakeholders were divided into 2 groups. Group 1, worked on two charts and identified information on actors consulted about issues during design of poverty reduction strategy as well as actors involved in decision-making on transport issues in poverty reduction. Group 2 also used 2 charts and examined actors consulted during design of transport policy and strategy as well as actors involved in decision-making on transport policy and strategies. Participants extracted information from Session 1. Matrices 3.1-3.4 below show the findings and presentations made by groups.

Matrix 3.1 Showing Actors Consulted about Transport Issues during Design of The Poverty Strategy.

	<i>Public Sector/Government</i>	<i>Private Sector</i>	<i>Civil Society</i>
Transport sector actors	- Ministries of Transport & communications - Local Government, Public Works, Housing & Urban Development.	-	-
Economic sector actors	- Ministry of Finance & Economic Development	-	-
Social Sector actors	- Ministry of Education, Sports & Culture - Ministry of Health, & Child Welfare - Ministry of Public Service, Labour & Social Welfare - Ministry of Local Government - Rural District Councils - Urban Councils	-	-
Priority Population Groups A other actors	- Ministry of Public Service, Labour & Social Welfare - Ministry of Health & Child Welfare - Ministry of Local Government	-	- National Council for the Disabled Persons, Zimbabwe
Actors representing cross-cutting issues	- National Aids Council - Ministry of Community Development & Women's Affairs - Ministry of Youth & Employment Creation - President's Office - Ministry of Environment & Tourism	- National	- National Council for the Disabled Persons, Zimbabwe

Matrix 3.2 Showing Actors involved in Decision-Making on Transport Issues in the Poverty Reduction Strategy.

	<i>Public Sector/Government</i>	<i>Private Sector</i>	<i>Civil Society</i>
Transport sector actors	- Ministry of Transport & Communications - Ministry of Finance & Economic Development - Local Authorities - Parastatals	-	-
Economic sector actors	- Ministry of Finance & Economic Development - Local Authorities - Parastatals	-	-
Social Sector actors	- Ministry of Public Service, Labour & Social Welfare - Ministry of Health and Child Welfare - Ministry of Education, Sport & Culture	-	-
Priority population groups & other actors	- Ministry of Public Service, Labour & Social Welfare - Ministry of Health and Child Welfare - Ministry of Education, Sport & Culture	-	-
Actors representing cross-cutting issues		-	-

Matrix 3.3 Showing Actors Consulted during Design of Transport Policy and Strategy

	<i>Public sector/Government</i>	<i>Private sector</i>	<i>Civil society</i>
National development planning/PRSP actors	- Ministry of Agriculture & Rural Development - Ministry of Transport & Communications - Policy Implementation Department - SIRDC - Ministry of Finance, Economic Planning & Development - Ministry of Industry & International Trade - Ministry of Local Government - Ministry of Justice, Legal & Parliamentary Affairs	- Zimbabwe Council of Tourism	- Association of Rural District Councils - Zimbabwe Forum for Rural Transport and Development
Economic sector actors	- Mining - Energy - Tourism - Ministry of Finance & Economic Development - Zimbabwe Revenue Authority - Ministry of Justice, Legal & Parliamentary Affairs	- Willowvale Motor Industries - Genesis Bank - Commercial Bank of Zimbabwe - Pioneer Motor Corporation -	- Intermediate Technology Development Group
Social Sector actors	- Ministry of Public Service, Labour & Social Welfare - Local Authorities - Ministry of Education, Sport & Culture - Ministry of Home Affairs - Ministry of Justice, Legal & Parliamentary Affairs		
Priority population groups & other actors	- Ministry of Public Service, Labour & Social Welfare		- Southern Africa Federation of the Disabled (SAFOD)
Actors representing cross-cutting issues	- Ministry of Public Service, Labour & Social Welfare		- Intermediate Technology Development Group

Matrix 3.4 Showing Actors Involved in Decision-Making on the Transport Policy and Strategy

	<i>Public Sector/Government</i>	<i>Private Sector</i>	<i>Civil Society</i>
National development planning/PRSP actors	<ul style="list-style-type: none"> - Ministry of Local Government - ZINARA - Provisional Development Council - Min. of Transport & Communications - Ministry of Finance & Economic Development - Ministry of Environment & Tourism - Ministry of Finance & Economic Planning - Office of the President & Cabinet - ICAO - AU - Southern African Development Community 	-	-
Economic sector actors	<ul style="list-style-type: none"> - ZIMRA - Ministry of Finance & Economic Development - COMESA - RBZ 		
Social Sector actors	<ul style="list-style-type: none"> - Ministry of Public Service, Labour & Social Welfare - Ministry of Education, Sport & Culture 	-	-
Priority population groups & other actors	<ul style="list-style-type: none"> - Ministry of Public Service, Labour & Social Welfare 	-	-
Actors representing cross-cutting issues	<ul style="list-style-type: none"> - Ministry of Home Affairs 	-	-

Plenary discussions in Session 3 noted that the overall picture and statement coming from Matrices 3.1-3-4 above is that public sector organizations were the dominant actors in policy formulation processes and decision-making. The public sector made decisions on who were relevant development partners to be invited and consulted to give inputs and comments. Ownership of the process and outputs was therefore vested in the public sector. Although consultations were made, selection of participants was not based on systematic stakeholder analysis, resulting in consultations and participation not being broad and representative. Because of through stakeholder analysis was not done, the majority of potential private and civil society partners invited did participate as no shared understanding of the process, decision-making and ownership of process was developed. It was agreed that there is need for review of the model for consultation being used as well as develop clear guidelines for stakeholder analysis and definition of roles and responsibilities in the process. It was also appreciated that the pattern of gaps in Matrices 3.4-3.4 in the sections for private sector and civil society are a reflection that public policy making and decision-making is currently and overwhelmingly the responsibility of the public sector and that private sector and civil society are merely consulted and they do not participate.

4.0 *SESSION 4 &5: ASSESSMENT OF CURRENT POLICY PROCESSES FOR LINKING TRANSPORT WITH POVERTY REDUCTION STRATEGIES.*

After identifying the actors' consulted and involved in decision-making, stakeholders went into two working groups to carry out an assessment of how policies and strategies were made. This task was undertaken using questions in Fig. 23 of the Guidelines to produce Matrix 4.1 below which summarises the findings.

Matrix 4.1: Assessment of Current Policy Processes for Linking Transport with Poverty Reduction Strategies.

Transport Policy & Strategy	Group 1	Group 2	Overall Assessment
<p>1. How well are the interests of the following sectors and groups currently represented in dialogue and formulation of transport policy strategies?</p> <p>(a) the key economic sectors (b) the key social sectors (c) the population groups and key actors targeted by the poverty reduction strategy</p> <p>Which sectors and groups are well represented? Which are not well represented?</p>	<p>1 (a) Well represented (90%) (b) Inadequately represented (c) Poorly represented</p> <p>(d) Economic sectors are well represented and priority population groups and social sectors.</p>	<p>1(a) Well represented (b) Not adequately represented (c) To a very limited extent.</p> <p>(d) Economic sectors are well represented while private sector & civil society are not well represented.</p>	<p>1(a) well represented (b) Inadequately represented (c) Poorly represented</p> <p>(d) Economic sectors are well represented, while private sector & civil society is not well represented.</p>
<p>2. If some sectors and groups are not well represented, which organisations or bodies could best represent them?</p>	<p>Economic sectors – ZNCC, CZI, CCZ, Bankers Association of Zimbabwe (BAZ), ZFU, CFU Social Sectors- Ministry of Health, Ministry of Local Government, Ministry of Youth & Employment Creation, Women NGOs, Association of Private Hospitals Priority Pop. Groups: NCDPZ, NAC, NDB, Women NGOs</p>	<p>Economic sectors-CZI, ZNCC, EMCOZ, Chamber of Mines, ZTC Social sectors- Children, Disabled, women, homeless</p>	<p>Economic sectors - ZNCC, CZI, CCZ, Bankers Association of Zimbabwe (BAZ), ZFU, CFU, Chamber of mines, ZTC, EMCOZ Social sectors - Ministry of Health, Ministry of Local Government, Ministry of Youth & Employment Creation, children, disabled Civil sector – homeless, NCDPZ, NAC, NDB, Women NGOs</p>
<p>3. How well are the cross cutting issues prioritised in the poverty reduction strategy represented in the formulation of transport policy and strategies? Which issues need to be better represented and who could represent them?</p>	<p>3(a) Inadequate representation (b) Governance, capacity building, employment creation, gender equity, transport technology, disability, safety & security, HIV/AIDS, environment (c) (i) Governance – Ministries of Policy Implementation, Justice, Home Affairs and NGOs (c) (ii) Employment creation- Indigenous Trading Association of Zimbabwe, CZI, ZNCC, Ministry of Youth & Employment Creation (c) (iii) Gender Equity-Ministry of Community Development & Women’s Affairs, Women NGOs</p>	<p>3(a) Inadequately represented. (b) Issues that need to be better represented are gender, HIV/AIDS, Employment, Environment (c) Better represented by Women’s organisations, NGOs, Trade unions, employers organisations</p>	<p>4(a) Inadequately represented (b) Governance, capacity building, employment creation, gender equity, transport technology, disability, safety & security, HIV/AIDS, environment (c) (i) Governance – Ministries of Policy Implementation, Justice, Home Affairs and NGOs (c) (ii) Employment creation- Indigenous Trading Association of Zimbabwe, CZI, ZNCC, Ministry of Youth & Employment Creation (c) (iii) Gender Equity-Ministry of Community Development & Women’s Affairs, Women NGOs</p>

Matrix 4.1: Assessment of Current Policy Processes for Linking Transport with Poverty Reduction Strategies (continued)

<p>4. What are the mechanism for dialogue and formulation of transport policy and strategies? How well do they function to ensure that the needs and experiences of stakeholders and users are taken into account, fully and equitably?</p>	<p>4(a) Through meetings, seminars & workshops (b) Non-structured dialogue, irregular & ad hoc, selective & dependent on subject matter.</p>	<p>4(a) Through workshops, meetings & seminars (b) Limited in the way they accommodate views of stakeholders, selection process is not exhaustive</p>	<p>4(a) Through workshops, meetings & seminars (b) Limited in accommodating Views of stakeholders and workshops are ad hoc and not well structured.</p>
<p>5. What are the mechanisms for consultation and collaboration between the different agencies and actors responsible for the design and implementation of transport policy and strategy, taking into account the need to anchor transport policy and strategy in the national strategy for poverty reduction and pro-poor growth?</p>	<p>Workshops, but these are rarely conducted</p>	<p>Meetings and workshops between Ministry of Transport & MTC MPSSLW, &MLGPWUD</p>	<p>Meetings and workshops</p>
<p>6. How could the arrangements and mechanisms for formulating transport policy and strategy at national level be improved, so that transport policy and strategy takes full account of poverty reduction?</p>	<ul style="list-style-type: none"> - Regular workshops: Internal, inter-ministerial, and interest groups - Monitoring & evaluation to ensure continuity and review - Website - Media - Dialogue forum: e.g. stakeholder forum 	<ul style="list-style-type: none"> - Wide consultation - Research on contribution of transport to poverty reduction - Coordination & collaboration - Capacity Building 	<ul style="list-style-type: none"> - Regular workshops and wide consultation - Coordination & collaboration - Monitoring & evaluation to ensure continuity and review - Website - Capacity building - Media - Dialogue forum: e.g. stakeholder forum
<p>Poverty Reduction Strategy</p>			
<p>7. a) How are transport-related issues addressed in the poverty reduction strategy process? b) Who represents transport issues in this process, and c) what are the mechanisms for taking transport-related issues are fully taken into account?</p>		<p>7(a) Not addressed. Transport issues that are mentioned are coincidental. (b) MTC, MLGPWUD, NECTOI, NCDPZ (c) Raising issues during workshops, research, adequate information on poverty, wide consultation with relevant stakeholders, transport policy to be informed by the PRS.</p>	
<p>8. How could the poverty reduction strategy process be improved, so that transport-related issues are fully taken into account?</p>	<p>Improving consultation process to include relevant stakeholders who can articulate the role of transport in poverty reduction.</p>		

Matrix 4.1: Assessment of Current Policy Processes for Linking Transport with Poverty Reduction Strategies (continued)

SSATP			
9. Who should be involved in SSATP activities in the country, taking into account the need to anchor transport policy and strategy firmly in the national strategy for poverty reduction? Who should take the lead and coordinate activities?		9(a)- Relevant government ministries & agencies - Local Authorities Civil society organisations dealing with poverty & transport issues - Private sector organisations in transport industry	
10. What structures and mechanisms at national level would ensure that all the main stakeholders are involved in SSATP actions, and that the interests of key economic and social sectors and priority population groups are taken fully into account?		(a)- Ministry of Transport- Technical committees made up of representatives of stakeholder groups - Coordination unit of relevant Government ministries at senior manager's level. (b) - Publicity	

The overall assessment of the group in plenary concerning transport policy was the interests of economic sectors were well represented while the social sectors and priority population groups were both inadequately represented. It was agreed that representation of the economic, social and civil society need to be improved in the manner shown in Matrix 4.1 above. Regarding prioritisation of crosscutting issues, it was concluded that they are inadequately represented and the issues that need better representation concerned governance, HIV/AIDS, employment creation and gender equity. On the other hand, the main mechanisms for dialogue and policy formulation strategies agreed upon were workshops, meetings, seminars, media, and monitoring and evaluation. Regarding the latter, it was agreed that there is need to improve the mechanisms in order to accommodate the views of all stakeholders.

Regarding how transport-related issues can be addressed in the poverty strategy formulation process, it was concluded that they are not well addressed while those who represent transport issues in the process were identified as MTC, MLGPWUD, NECTOI, and NCDPZ. Also, it was concluded that improving consultation process to include relevant stakeholders who can articulate the role of transport in poverty reduction would strengthen the formulation process and take into account transport-related issues. Finally, the group concluded that those who would need to be involved in the SSATP activities in the country to anchor transport policy and strategy in the national poverty reduction strategy formulation would include all relevant government ministries and agencies, local authorities, civil society organizations dealing with poverty and transport issues and private sector organizations in the transport industry. Also, it was concluded that the MTC, Technical Committees made up of representative stakeholder groups, coordination units of relevant government ministries at senior manager level and publicity are arrangements that would ensure all stakeholder involvement in SSATP activities.

5.0 **SESSION 6 & 7: DRAWING OVERALL CONCLUSIONS AND RECOMMENDATIONS.**

The main findings on conclusions and recommendation concerning how to improve the treatment of transport issues in the poverty reduction strategy, how to improve the treatment of transport policy so that the transport sector contributes to poverty reduction and how to improve policy formulation drawn by the group work were as in Matrices 5.1-5.3 below.

5.1 **How to Improve the Treatment of Transport Issues in The Poverty Reduction Strategy.**

Matrix 5.1: How to improve the treatment of transport issues in the poverty reduction strategy.

	<i>Conclusions</i>	<i>Recommendations</i>
1	Zimbabwe does not have a single comprehensive Poverty Reduction Strategy (PRS), but various poverty reduction initiatives in different documents and frameworks.	There is need for a single and comprehensive PRS.
2	The current PRS is not addressing transport issues adequately.	The PRS should outline the role of transport as a cross cutting service in poverty reduction.
3	There was no conscious articulation of transport issues in the PRS to the extent that there are inadequate transport strategies/framework for poverty reduction.	In the formulation of the PRS, there is need for conscious articulation of transport issues for poverty reduction.

5.2 **How to Improve the Treatment of Transport Policy so that the Transport Sector Contributes to Poverty Reduction.**

Matrix 5.2 : How to improve the treatment of transport policy so that the transport sector contributes to poverty reduction.

	<i>Conclusions</i>	<i>Recommendations</i>
1	There is linkage between transport and Poverty Reduction Strategy but weak articulation of strategies to address/contribute to poverty reduction in the Transport Policy such that there is poor targeting of interventions pertaining to the disabled, the poor, CEDC, elderly and homeless.	The role of transport towards poverty reduction must be drawn from PRS
2	The draft NTP concentrates on 4 key economic sectors (agriculture, mining, tourism and manufacturing) with limited coverage of other economic sectors, social sectors, and priority population groups with the consequent of poor targeting.	NTP should give adequate coverage to all economic, social and priority population groups to improve targeting.
3	Cross cutting issues are not adequately mainstreamed in both PRS and NTP and thus strategies for poverty reduction tend to take a neutral approach or make implicit reference to the issues leading to poor targeting.	There is need to mainstream cross cutting issues in NTP/PRS

5.3 How to Improve Policy Formulation.

Matrix 5.3: How to improve policy formulation.

	<i>Conclusions</i>	<i>Recommendations</i>
1	Consultation for policy formulation is through workshops, meetings and seminars. However, these tend to be ad hoc, infrequent and unstructured with limited participation by stakeholders resulting in poor representation of issues. In addition, invitations are broad based but participation of private sector and civil society is limited due to non-prioritisation.	There is need to review the model of consultation based on meetings, workshops, seminars and meetings and in addition to carry out a through analysis of the roles played by stakeholders in order to mobilise adequate and relevant representation.
2	Participants from relevant sectors may not be knowledgeable resulting in weak articulation of issues to be incorporated in the PRS and NTP.	There is need to adequately identify relevant problems in order to come up with policies that address the right issues.
3	The drafting of policies and strategies is a protracted process, which takes 5 to 10 years, resulting in some strategies, cross cutting issues and implementation being overtaken by events.	There is need for guidelines for policy formulation to streamline consultative processes including standards time frames for completion and review..
4	Lack of standard guidelines on content of policy has resulted in delays to finalise policy documents.	There is need to develop guidelines on format and content of policy

6.0 SESSION 8: AGREEMENT ON HOW RECOMMENDATIONS CAN BE IMPLEMENTED AND BY WHOM.

Session 8 was undertaken through group work and the outputs in Matrix 6.1 were presented in plenary in Session 11.

Matrix 6.1: How Recommendations can be Implemented and by Whom.

	Recommendations for Changes	How these Changes can be Made	Key People who can bring about the Changes	Institutional Driver
A)	Improving Poverty Reduction Strategy			
1	Need for a comprehensive PRS	<ul style="list-style-type: none"> • Wide consultation with stakeholders • Mainstreaming all poverty related issues into the PRS • Expedite PRS formulation through conscientising policy makers 	MPSLSW, MFED, PRS, ZCTU, ZFTU	Director of Social Welfare
2	PRS to outline the role of transport as a cross cutting service in poverty reduction	<ul style="list-style-type: none"> • Involvement of <u>all</u> actors in the transport sector in PRS design process • Factor outputs and recommendations of the review process 	MPSLSW, MTC, MLGPWUD, MESC, MHCW plus private sector & civil society	Director of Social Welfare
3	Conscious articulation of the contribution of transport in PRS	<ul style="list-style-type: none"> • Involvement of <u>all</u> actors in the transport sector in PRS design process 	MTC, MLGPWUD, MPSLSW, MFED, MESC, MHCW, private sector and civil society	Director of Social Welfare/Inter-ministerial committee
4	Need for effective participation by private sector and civil society in PRS design process	<ul style="list-style-type: none"> • Assigning responsibilities to invited participants to instil a sense of ownership • Implementation of agreed policies & strategies 	Civil society through Nango & relevant private organisations	Director of Social Welfare/Civil & private sector organisations
5	Need to adequately publicise PRS design process to create awareness	<ul style="list-style-type: none"> • Workshops, print & electronic media 	MPSLSW, MIP, ZBH, local newspapers	Director of Social Welfare/media
B)	Improving Transport Policy & Strategies			
1	Need to mainstream cross-cutting issues into NTP and strategies	<ul style="list-style-type: none"> • Formulate a Policy Template & checklist of cross-cutting issues 	MTC (Dept. of Policy) OPC (Dept. of Policy Implementation)	Director of Policy & Planning in the MTC
2	NTP to give adequate coverage & pay particular attention to the unique needs of all economic, social & priority population groups to improve targeting	<ul style="list-style-type: none"> • Implement periodic research, studies to inform transport policy & strategy on unique issues • Enforce utilisation of the Template and checklist (cited in 1 above) • Incorporate a M&E plan into the NTP 	MTC, MLGPWUD, R&D institutions (SIRDC, Universities, ITDG)	Director of Policy & Planning in the MTC
3	The role of transport in poverty reduction must be clearly articulated in the NTP to enable appropriate targeting of interventions	<ul style="list-style-type: none"> • Make iterative reference to Template & checklist in formulation of policy & strategies • Use sector specific languages and strategies. 	MTC & multi stakeholder group, OPC & sub-sectoral groups	Director of Policy & Planning in the MTC/OPC

Matrix 6.1: How Recommendations can be Implemented and by Whom (continued)

C)	Improving how Policies & Strategies are Made			
1	Need for wide consultations through on-going structured meetings, seminars, workshops, dialogue, stakeholder for a for policy making	<ul style="list-style-type: none"> • Provision of adequate resources for policy making, conducting wide consultations and capacity building programmes 	MFED, MTC, MPSLSW, MLGPWUD	MFED, MTC, MPSLSW, MLGPWUD
2	Need to develop guidelines on policy formulation & structure with procedures and timeframe	<ul style="list-style-type: none"> • -Learn from best practices on policy formulation procedures and come up with a handbook on policy formulation procedures 	MFED, OPC, MPSLSW, MLGPWUD	OPC
3	Need for Policy formulation steering committees to conduct through stakeholder analysis to enable representation by knowledgeable people	<ul style="list-style-type: none"> • Review model of participation in policy making by stakeholders 	PSC, MTC, MPSLSW, MLGRUD	Director of Social Welfare/Director of Policy & Planning
4	Need to adequately identify policy problems in order to address the right issues	<ul style="list-style-type: none"> • Conduct policy analysis and increase sensitivity to public demands for PRS/NTP • - Provision of adequate resources for policy making, conducting wide consultations and capacity building programmes 	OPC, MTC, MPSLSW, MLGRUD	OPC/PSC
5	Need for proactive policies which are constantly informed by reviews, research and studies	<ul style="list-style-type: none"> • Provision of adequate resources for policy making, conducting wide consultations and capacity building programmes • - Learn from best practices on policy formulation procedures and come up with a handbook on policy formulation procedures 	OPC, MTC, MPSLSW, MLGRUD	OPC
6	Need for coordination, collaboration and prioritisation in policy formulation among Gov't. ministries and agencies	<ul style="list-style-type: none"> • Establish relevant inter-ministerial policy Steering Committee • - Learn from best practices on policy formulation procedures and come up with a handbook on policy formulation procedures 	All relevant ministries	OPC
7	Need for policy to take into consideration the unique needs of priority pop. groups	<ul style="list-style-type: none"> • - Review model of participation in policy making by stakeholders 	MTC, MPSLSW, MLGRUD	
8	Need to build the capacity of policy formulators & administrators in the public sector	<ul style="list-style-type: none"> • Improving conditions of service and worker environment for public servants to retain expertise • Facilitate development and conduct of human resources development programmes • Provision of adequate resources for policy making, conducting wide consultations and capacity building programmes 	PSC, OPC, MTC, MPSLSW, MLGRUD	PSC

The plenary discussions made a number of observations on recommendations and how changes can be made and by whom. On the one hand, the overriding recommendation for improving the PRS was the need for a comprehensive document and conscious articulation of the contribution of transport in the PRS. On the other, the overriding recommendation for improving transport policy was the need to mainstream cross cutting issues into the PRS and to give adequate coverage to the unique needs of all economic, social and priority population groups in order to improve targeting. Regarding how to improve policies and strategies, the overriding recommendation was the need for wider and effective consultations and development of guidelines for policy formulation, structure, content and time-frame.

Concerning how these changes can be made, the main mechanisms identified and adopted included wider consultation with stakeholders, mainstreaming, involvement of actors by assigning responsibilities, development of policy formulation guidelines, provision of adequate resources for policy making, and establishment of an inter-ministerial policy steering committee. With respect to the key actors to bring about the necessary policy formulation changes, the group found it easier to identify them than specifying who will be the responsible institutional drivers for each key result area. The breakthrough concerning the latter was made when the group agreed that the driver would ordinarily be the institution of portfolio holder when the policy document is resident.

7.0 SEESION 9 & 10: AGREEING ON THE ACTION PLAN

Sessions 9 and 10 involved the group breaking into three to identify components for the action plan log-frame and plenary presentation of outputs. The collated outputs are summarised in Matrix7.1 below. The group and plenary prioritised eight (8) key process-based outcomes shown in Matrix 6.1 below.

Matrix7.1: Agreement on the Process and Output Action Plan.

Priority Outcomes	7	3	6	5	4	7	2	1
	Comprehensive PRS Document	Effective Private Sector/ Civil Society Participation	Mainstream Cross Cutting Issues In NTP & Strategy	Adequate Coverage Of Unique Issues/ Needs & Targeting	Clear Articulation of Role of Transport In PRS	Properly Formulated Policies	Policy Coordination Structures	Policy Formulation Guidelines
Indicators of Outcomes	<ul style="list-style-type: none"> • PRS document 	<ul style="list-style-type: none"> • At least 30% of invited private sector & civil society participating in the PRS design process 	<ul style="list-style-type: none"> • Policy Template • Checklist • NTP embracing cross cutting issues 	<ul style="list-style-type: none"> • Special articles addressing unique needs of particular sectors & groups • Special strategies addressing of particular sectors & groups 	<ul style="list-style-type: none"> • Specific mention of transport to poverty reduction in NTP 	<ul style="list-style-type: none"> • Approved policy documents 	<ul style="list-style-type: none"> • Inter-ministerial Committees • Policy Steering Committees 	<ul style="list-style-type: none"> • Policy formulation handbook
Activities to Achieve Outcomes	<ul style="list-style-type: none"> • Consultation with stakeholders • Mainstreaming poverty related issues into PRS • Expedite PRS formulation through concientising policy makers 	<ul style="list-style-type: none"> • Assignment of duties & responsibilities to participants • Implementation of agreed policies & strategies 	<ul style="list-style-type: none"> • Template drafting, circulation & adoption • Checklist drafting, circulation & adoption • Incorporate cross cutting issues into draft NTP • Incorporate cross cutting issues into sub-sectoral transport strategies 	<ul style="list-style-type: none"> • Incorporate unique needs of various sectors & priority groups in NTP • Monitor & Evaluate the various strategies geared towards unique needs of sectors & groups 	<ul style="list-style-type: none"> • Incorporate above in NTP 	<ul style="list-style-type: none"> • Problem identification and analysis • Conduct research studies • Carry out consultations with relevant stakeholders • Draft policy documents • Seek approval 	<ul style="list-style-type: none"> • Identify relevant ministries & stakeholders • Send targeted invitations • Organise meetings & seminars • Develop terms of reference 	<ul style="list-style-type: none"> • Conduct research • Consult stakeholders and experts • Draft guidelines • Seek approval of guidelines • Publish & distribute guideline
Actor(S) Responsible	<ul style="list-style-type: none"> • Director of Social Welfare • Inter-ministerial Committee • PRF, ZCTU, ZFTU • NANGO 	<ul style="list-style-type: none"> • NANGO. CZI, ZNCC, PRF, ZCTU, ZFTU 	<ul style="list-style-type: none"> • Director of Policy & Planning (MTC) 	<ul style="list-style-type: none"> • Multi-sector stakeholders 	<ul style="list-style-type: none"> • Multi-sector stakeholders 	<ul style="list-style-type: none"> • Cabinet, MTC, MPSSLW, MLGRUD, OPC, MFED 	<ul style="list-style-type: none"> • MTC, MPSSLW, MLGRUD, OPC, Central Statistical Office, Parastatals 	<ul style="list-style-type: none"> • OPC, Cabinet, Inter-ministerial Committee
Inputs	<ul style="list-style-type: none"> • Human resources • Financial resources 	<ul style="list-style-type: none"> • Human resources • Financial resources 	<ul style="list-style-type: none"> • Financial resources • Expertise (Consultants & stakeholders) 	<ul style="list-style-type: none"> • Human resources 	<ul style="list-style-type: none"> • Human resources 	<ul style="list-style-type: none"> • Financial resources • Policy making experts • Consultants • Workshop materials 	<ul style="list-style-type: none"> • Financial resources • Office space • Support staff 	<ul style="list-style-type: none"> • Financial resources • Workshop materials • Model guidelines

7.1 Prioritised Process-Based Outcomes

As shown above in Matrix 7.1, the prioritised and expected eight (8) Key Outcomes based on process, that is one outcome leading to the other, are as follows:

1. Policy Formulation Guidelines
2. Policy Coordination Structures
3. Effective Private Sector/Civil Society Participation
4. Clear Articulation of Role of Transport in PRS
5. Achieving Adequate Coverage of Unique Issues /Needs & Targeting
6. Mainstream Cross-Cutting Issues in NTP & Strategy
7. Comprehensive PRS Document
8. Properly Formulated Policies

7.2 The Way Forward.

1. Taking forward of the Action Plan be the responsibility of the Chairperson of the SSATP Steering Group.
2. A Work Plan and Gantt Chart, that is adding a time-line to the Action Plan, be prepared and adopted by the SSATP Stakeholder Group.

8.0 COMMENTS AND LESSONS LEARNT.

- a. Workshop 3 was a success. Besides good facilitation and high level of commitment and interest shown by stakeholder participants, the success of the workshop owed very much to the proactive drive and leadership of the policy and strategy anchor institutions, particularly the Ministry of Transport and Communications.
- b. Both the Guidelines and Toolkit provide a very useful and handy framework for structured facilitation and assessment of policies, strategies and practice as well as for developing solutions for improvement. However, there is need to review and harmonise further the two frameworks to make them mutually complementary in every respect.
- c. Comparative Group Work is an effective method for developing consensus and shared understanding on a given issue.
- d. The key assessment questions in the Guidelines require further development to take them from the relative to specific/ explicit.
- e. From the high level and consistency of participation, it was clear that the review process and method was very beneficial and relevant to each and every participant.